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ABSTRACT

The Philadelphia Commission on Decentralization and Community Participation offers plans for reforms on the school and district level. On the school level, three options are suggested: (1) informal community participation in decision-making; (2) advisory participation in the form of an elected or appointed committee from the community; or, (3) shared authority and responsibility with a local school board. These options are each discussed in relation to policy framework, objectives and evaluation, curriculum, personnel, finance, health and pupil services, purchasing, plant maintenance and operations, and other services. On the district level, suggestions are made for parceling out administrative responsibilities to local school boards and community groups. These responsibilities relate to purchasing, contracts, determination of school organization, capacity, and busing, administrative district reorganization, citywide schools, grants for instructional improvement, maintenance, and food service. In addition, recommendations for revising systemwide policies by referendums (school-community opinion and advice) and other means are made. These relate to administrative roles and responsibilities, curriculum policy, financial policy, and personnel policy. Individual statements by the Commission's members, and a bibliography are appended. (RJ)

ED042843

REPORT
OF THE COMMISSION
ON DECENTRALIZATION
AND
COMMUNITY PARTICIPATION

Submitted to
The Philadelphia Board of Education

JULY 27, 1970

UD010553

A MULTIPLE OPTION APPROACH TO SCHOOL-COMMUNITY PARTICIPATION

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
OFFICE OF EDUCATION
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TO THE BOARD OF EDUCATION:

I submit herewith the Report of the Commission on Decentralization and Community Participation. It reflects the opinion of the majority of the Commission listed by name and has been produced by the Commission itself. Those who have dissented or who have not registered an opinion are also listed by name; and, as was agreed, Commission members who so desired have appended their written comments or dissenting opinions.

The Commission began its work at the height of the disruption of the New York City Schools over the issue of community control. May I say that the plan being proposed for Philadelphia's Schools is not one of "community control." It is a plan suggesting that the Central Board of Education retain powers which the majority of the Commission believes essential to the efficient operation of the schools. It is a plan through which local groups will be given a greater opportunity to share in the authority and responsibility for the schools of Philadelphia if they choose to exercise that authority and responsibility. It is not proposed that a single plan be imposed on the whole city. Rather, it is proposed that each school family and community be given the opportunity of choosing one of three methods of participation in the work of the schools. It is anticipated that no changes in the law will be necessary to implement this plan.

The Commission suggests that the Board of Education hold at least one public hearing on the report sometime after school opens in the autumn--certainly before any action is taken by the Board. In advance of such a hearing, it is the hope of the Commission that there will be the widest possible dissemination of the report--perhaps in a Sunday Supplement of the newspapers. If the Board wishes, the Commission will be happy to meet with it at any time to discuss the recommendations and answer any questions. In the meantime, I would like to speak to several issues that have been raised.

It has been argued that the implementation of this report might involve vast costs at a time when the School Board can ill afford any additional expense. The Commission had already consumed so much time in its deliberations that it seemed unwise to continue to meet for the purpose of estimating the cost of the program. This is a valid concern, however, and I have with staff assistance attempted to itemize the costs as I see them. Obviously more detailed work should be done, but I do not believe we are too far out of line in our estimates.

Estimated Costs

The estimated costs show the maximum possible participation: that is if every community chooses to hold a referendum and selects Option III. If communities do not request referenda or if they choose Options I or II, then the expenses listed will be proportionately reduced.

1. COSTS FOR DISSEMINATION AND ORIENTATION

▪ Printing and Distributing Commission Report	1,000
▪ Printing and Distributing Manual	1,000

So that everyone may have a clear understanding of his responsibilities under a decentralized system a manual should be prepared and distributed containing a description of the duties and relationships that are envisaged.

▪ Administrative Training	4,000

It will be important for principals and all other administrators to develop an understanding of the implications of the Report for the administration of individual schools and to provide training sessions for local advisory committees or school boards. The training will be conducted by present staff and the costs involved will be minimal.

▪ Extra Hours of School Opening for Community Orientation	21,000

Training sessions should be held to orient members of the school communities and members of the school staffs regarding the content of the Report, the options offered, and the responsibilities that they must assume.

If the Board adopts the recommendations of the Commission it should provide the opportunity at every school for anyone who is interested to become acquainted with the details of the program, and how the referenda and elections may be conducted. It is recommended that the Board request assistance from community organizations in providing trained speakers for these programs. The only costs involved should be for opening every school for one evening.

▪ Unanticipated Expenses	3,000
Total	30,000

2. COSTS FOR REFERENDA

▪ Printing Petition Forms	150
▪ Advertisement of Referenda	6,000
▪ Preparation and Printing of Ballots	2,000
▪ Printing of Notices for School Distribution	600
▪ Extra Hours of School Opening to Conduct Referenda	21,000
▪ Unanticipated Expenses	3,200
Total	32,950

3. COSTS FOR ELECTIONS

▪ Preparation and Printing of Nominating Petitions	150
▪ Advertisement of Elections	24,000
▪ Preparation and Printing of Ballots	4,000
▪ Printing of Notices	600
▪ Extra Hours of School Opening to Conduct Elections	21,000
▪ Unanticipated Expenses	4,500
Total	54,250

4. COSTS FOR OPERATION

- School Openings for Meetings of Local School Boards 120,000

> At the present time approximately 90 schools are opened from 2 to 4 nights every week for educational and recreational purposes. In addition, costs for opening every school twice a year for Home and School Association meetings are contained in the Operating Budget.
>
> If every school were to be opened once a month for 10 months per year, the cost for the additional 8 months would be $120,000. Obviously, if meetings could be scheduled during the regular school day, there would be no additional costs for the use of the buildings.

- Stationery and Postage 56,000

> An average sum of $200 per school is suggested.

- Evaluation 56,000

> An average sum of $200 per school is suggested which will add approximately 20% to the amount that is presently being budgeted by the School System for this purpose.

- Unanticipated Expenses 23,000

Total	255,000
GRAND TOTAL	372,200

The total figure projected is slightly more than 1/10 of 1% of the 1970-71 adopted School District budget (which does not include a figure for a teacher contract settlement).

ADDITIONAL CONSIDERATIONS

- If the Board approves the distribution of the Report through the Sunday newspapers it is estimated that the cost will be approximately $25,000.

- The staff believes that the program can be served best through the appointment of a full-time administrator. The salary for such a person should be in the range of $17,500 - $20,000. He should report to the Superintendent of Schools. The Superintendent must recommend either that the funding for this position can be secured within the existing administrative budget, or that it will be necessary to add a position.

With respect to the recommendation that the Board of Education should be elected on a nonpartisan basis and given taxing authority, may I suggest that the Board of Education itself should not engage in this discussion for the present nor receive testimony on the issue. Such a proposal, while obviously pertinent to any consideration of the possibility of restructuring the schools, should be considered in the context of proposals to change the Home Rule Charter--an undertaking which has been proposed by Mayor Tate and approved by City Council.

In two statements from Commission members, it is claimed that Option Three did not appear as a result of Commission input, but was a proposal of the Staff. On the contrary, at a meeting of the Information Committee held on January 19, 1970, four of the five members of the Committee present (only one of whom was a member of Central Administration) voted to instruct the staff to develop a draft including "three options and a related election procedure in as much detail as time permitted" before the Commission meeting on January 22. On January 22, the following motion was carried by a vote of 20 to 8: "That a small drafting committee be appointed to review the report including the three options that have been submitted by the Information Committee, to develop specifics and have a draft brought back to the Commission."

Following this vote, a drafting committee was appointed, composed of six members of the Commission including only one Central Administrator. Four other Commission members participated on occasion.

Seven meetings of the drafting committee were held from January 27 to March 5, 1970. The three-option draft that was submitted to the Commission and approved by a majority of its members was the result of the work of this committee.

If the Board of Education adopts the principles of the Commission's report, it is my strong recommendation that an Agreement be drawn with local boards and advisory committees spelling out the rights and duties of such groups so that there is a clear understanding of the limitations of the powers that are being delegated. It is clear that such a document should be a living instrument subject to change as experience warrants and should be reviewed annually by the Board of Education with the participation of representatives of local groups.

I believe there is great wisdom in the proposals being made and I am happy to have been part of the group which has prepared them for the Board of Education.

Elizabeth M. Greenfield

ELIZABETH M. GREENFIELD
Chairman, Commission on Decentralization and Community Participation

THE COMMISSION ON ADMINISTRATIVE DECENTRALIZATION AND COMMUNITY PARTICIPATION

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Robert Sebastian, Esq.

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David A. Horowitz
(alternate: Russell M. Leonard*)
Jack Bookbinder
Dr. Lafayette S. Powell

Principals (4):
Marcus A. Foster†
Benjamin J. Kaplan
Daniel J. McGinley
Willie J. Toles

Teachers (8):
Gustav A. Baack
Samuel R. Brown
Timothy L. Burris
Pearl J. Crosby
Celia Pincus
Mrs. Sonya Richman
John A. Ryan
Frank Sullivan

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Dr. Ruth W. Hayre

School Community Coordinators (3):
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Mrs. Mary Fulton
Mrs. Mary L. James

HOME AND SCHOOL REPRESENTATIVES (20):

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Mrs. Olyne Johnson
Mrs. Howard Lane
Barry B. Wohlman, Esq.

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Charles Campbell
Leroy Hall

District 2:
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Mrs. Harmon Spolan

District 3:
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Mrs. A. Sherwood Platt

District 4:
Mrs. Robert Humbert
Mrs. Joseph Radzuil

District 5:
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Mrs. Raymond Cotten
Mrs. Alex Hersh

District 7:
Mrs. David Klyman
Mrs. William Schobert

District 8:
Edward C. Lichtenhahn
Mrs. John Magiera

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J. Lester Blocker
Mrs. Estella Bonaparte
Charles W. Bowser
Rabbi Henry Cohen
Rev. J. Jerome Cooper
Anthony Cortigene
Mrs. Jane Cosby
Leah D. Gaskin
W. Wilson Goode
Hon. Leon Higginbotham*
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Mrs. Margaret Jackson
Joseph L. Monte
Lee Montgomery
Carlos J. Morales
Mrs. Hilda Slosberg
John E. Thomas (for Floyd L. Logan)
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Graham S. Finney, Staff Consultant*
Mrs. Catherine Lyon, Policy Planner*
Richard H. deLone, Assistant to the Superintendent*
Miss Juanita Nickens, Secretary

*Resigned from Commission or Staff

†Appointed Associate Superintendent for Community Affairs on July 1, 1969

Appointed Superintendent of Schools, Oakland, California on July 1, 1970

‡Appointed Associate Superintendent for Field Operations on July 1, 1969

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Frank Sullivan
Herman Wrice

POLL OF COMMISSION MEMBERS ON THIS REPORT

I. I concur in the decision of the majority of those present at the Commission meeting of May 21, 1970 to submit the Commission report to the Board of Education and I am in general support of the recommendations made in the report.

1. Mr. Amsterdam
2. Mrs. Bonaparte
3. Mr. Bookbinder
4. Mr. S. Brown
5. Mr. Campbell
6. Mr. Costanzo
7. Mrs. Cotten
8. Mr. Foster
9. Mr. Goode
10. Mrs. Greenfield
11. Mr. Hall
12. Dr. Hayre
13. Mrs. Hersh
14. Mr. Horowitz
15. Mr. Howe
16. Mr. Hutt
17. Mrs. James
18. Mrs. Lane
19. Mr. Montgomery
20. Mrs. Myers
21. Dr. Powell
22. Mrs. Radzuil
23. Mr. Sebastian*
24. Dr. Shedd
25. Mr. Thomas
26. Mr. Toles
27. Mr. Morales

*Statement by Mr. Sebastian: "I am in general support of the recommendations made in the report, subject to further consideration and discussion by the Board."

II. I concur in the decision of the majority of those present at the Commission meeting of May 21, 1970 to submit the Commission report to the Board of Education; and, except as expressly noted by me in the Appendix, I am in general support of the recommendations made in the report.

1. Rabbi Cohen
2. Miss Crosby
3. Mrs. Featherman
4. Miss Gaskin
5. Mrs. Humbert
6. Mr. Kaplan
7. Mrs. Klyman
8. Mrs. Magiera
9. Mr. McGinley
10. Mrs. Platt
11. Mrs. Schobert
12. Mrs. Slosberg

III. I concur in the decision of the majority of those present at the Commission meeting of May 21, 1970 to submit the Commission report to the Board of Education, but I do not in general agree with the recommendations of the report.

1. Mrs. B. Brown
2. Mr. Burris
3. Reverend Cooper
4. Mrs. Johnson
5. Mr. Lichtenhahn
6. Mr. Paul
7. Mrs. Spolan
8. Mr. Wohlman

IV. I do not believe the report should be submitted to the Board of Education and I do not in general agree with the recommendations of the report.

1. Mr. Baack
2. Mrs. Ewing
3. Mr. Goodwin
4. Mr. Monte
5. Mr. Bowser

V. The undersigned members of the Commission wish to abstain from the choice of responses proposed to them by the Decentralization Staff.

1. Mr. Sullivan
2. Miss Pincus
3. Mr. Ryan
4. Miss Richman

VI. I have given considerable thought to the question of whether I, as a Board member, should become a signatory to the Report of the Commission on Decentralization and Community Participation. I have decided that my position as a member of the Board does not permit me to sign the Report even though I am in accord with many parts of it.

As a Board member, I believe my duty requires me to keep an open mind on whether or not I will vote for the Report in its present form or in some modified form until the completion of public testimony. Given the large number of sensitive issues raised in the Report on which many people with divergent views will wish to be heard, I believe the public hearing process of the Board will be served best by abstaining at this point.

Gerald A. Gleeson, Jr.

VII. No polling replies were received by the time this report went to press from:

1. Mr. Blocker
2. Mr. Cortigene
3. Mrs. Cosby
4. Mrs. Fulton
5. Mrs. Jackson
6. Mr. Marutani
7. Mr. Wrice

CHARGE TO THE COMMISSION

(Extracted from the Revised Board Resolution of December 2, 1968)

. . . . RESOLVED, That the Board of Education shall appoint a study commission, to be called the Commission on Decentralization and Community Participation, to prepare a report to be submitted to the Board that will deal specifically with the related questions of administrative decentralization and public participation in the educational process in the public schools of Philadelphia.

The Commission shall consist of the following categories of members: 4 Board members; 4 students; 8 teachers; 4 central administrative staff; 4 principals; 2 district superintendents; 1 school-community coordinator; and 41 community representatives, including 20 Home and School representatives.

The report of the Commission shall:

1. Describe in depth the present operational conditions and relationships within The School District of Philadelphia from the vantage point of Board members, parents, central administrative staff, district superintendents and their staff, school principals and their teaching and non-teaching staff, students, and the community-at-large.

2. Relate these conditions to the stated goals of the School District (1969 Operating Budget) to determine those areas where improvement should be instituted at each of the levels referred to in 1 above . . . .

3. Against this background, spell out the respective roles, duties, sources of authority and patterns of accountability for the various levels of leadership within the school system. Do it in such a way that it has meaning and significance for the role to be played by each. Specify any legislative and policy changes that must be taken to implement this process.

4. Should decentralization be found to be a practical means of meeting the School District's goals, specify the operational areas, functions and powers that would be decentralized and in what specific ways and to what degree.

5. Develop a framework to permit the effective participation of parents and other segments of the general public in all phases of the educational process. Suggest the interconnections that must exist between the process of community involvement and the administrative process within the School District.

6. Identify a review and adjudicatory procedure that will provide for the reasonable and equitable resolution of points and problems not anticipated in the report as written.

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SECTION I: INTRODUCTION

A. DEVELOPMENT OF THE COMMISSION'S RECOMMENDATIONS

The topics of decentralization of school systems and community participation in their operation are being debated across the country. Programs have been initiated in several cities, notably Boston, Detroit, New York, and Washington, D. C. Each city which has undertaken some form of decentralization has discovered problems germane to its particular situation. In attempting to avoid many of the pitfalls experienced by other cities in the area of decentralization, the Philadelphia Board of Public Education appointed a broad-based commission to develop proposals and review implications for Philadelphia. Each member was asked to serve as an individual rather than as a spokesman for a particular group. In the course of its deliberations, its members attended over 77 commission, committee, and task force meetings and 74 community forums. While not all members of the Commission have been able to attend regularly, those who have done so constitute a representative cross-section of the Philadelphia community and of the Commission itself.

The first meeting of the Commission was held January 6, 1969. At that time, it was proposed that no moratorium be placed on those efforts already underway that sought either to decentralize the administrative machinery of the School District or to develop new means of working with the community. It was felt that current efforts and commitments should continue, but with the clear understanding of all concerned that the results of the Commission's work might well have an effect upon such efforts, in part or in whole. The Commission agreed that its final conclusions would, of course, be directed to citywide conditions and circumstances and be subject to full public review and hearings before presentation to the Board of Education.

Although many of the Commission's recommendations may be inconsistent with the present practices of the Board of Education, the Commission is looking to the future and hopes that the Board will not be bound by past policies and will seek changes in the law, if necessary, to accomplish the goals recommended by the Commission. It is understood that in the final analysis, recommendations of the Commission cannot be binding on the Board of Education although it is hoped that they will greatly influence the actions of the Board.

Several months were spent in reviewing the present operations of the schools with special reference to personnel practices, the development of curriculum, and the budget-making process. In addition, the Commission met with those involved in experimental projects of the school system. Statements and recommendations by various organizations were submitted and circulated to Commission members. (These are listed in the bibliography of this document.)

The Commission then divided into three task forces: Curriculum, Personnel and Finance. In addition, a committee on Information and Community Consultation was formed to develop a means whereby the total community could participate in the Commission's deliberations.

The work of the Curriculum Task Force focused upon these central questions:

- What is taught in the schools?
- How are educational programs determined at all levels within the School System?

In a series of three separate panel discussions, the Task Force members heard the views of student representatives from the city high schools, teachers from lower, middle, and upper grade levels; and area employers. Representatives of the central administration were also invited to sit in on the meetings to acquaint the members with current procedures and innovations in curriculum development and organization. The Task Force then divided itself into subcommittees concentrating on the following concerns:

- The Role of Education
- Early Childhood Education
- Instructional Materials
- Teacher Training

The committees developed recommendations for submission to the full Commission.

The Task Force on Personnel focused its attention on the roles of those involved in carrying out the program of the schools. The work of the group covered issues pertaining to personnel ranging from recruitment, selection, and assignment to training, evaluation, and dismissal. The Task Force sought to provide general personnel policy guidelines with which a majority of concerned parties could agree. These guidelines, it is hoped, will be of benefit to the Board of Education and the administration in organizing a system which is responsive to the needs of children first and foremost, and to the needs of local communities as well as professionals who staff local schools.

The Task Force on Financial Resources examined the ways in which capital and operating funds are raised, budgeted, expended and accounted for by the School District. Much time was spent studying the present plans to budget by district and individual school and the allocation mechanism that underlies that process.

For both operating and capital budgets, the Task Force pinpointed the major areas of decision-making. The members then discussed the degree of influence and responsibility which parents, community, students, teachers, field and central administrators should have, and concluded that it was important to involve the school community and more levels of the school administration to a much greater extent.

A process of budget formulation, review, and evaluation was developed. This process incorporated the recommendations agreed upon in the course of the discussions.

The Commission, under the guidance of the Information Committee, sponsored thirty-eight two-hour forums throughout the city on May 22, 26, 27, and 28, 1969 attended in most cases by three Commission members. These forums were arranged in order to give all citizens including, of course, school board employees, a chance to express opinions and make suggestions about administrative decentralization and increased community participation in school affairs. They were conducted in an unusual fashion since the Commission members who participated committed themselves to make no definite statements reflecting Commission thinking because no conclusions had yet been reached. Instead, they attempted to elicit suggestions and to sample community opinion on the kinds of issues the Commission itself was discussing.

Approximately 3000 attended the forums. Many expressed their views and offered suggestions and recommendations to the Commission members. The members then returned to their respective task forces to complete their reports to the Commission. The three reports plus the report on the forums prepared by the Information Committee were then considered by the full Commission at a series of meetings held during the summer.

The result of these deliberations was an INTERIM REPORT OF THE COMMISSION. Following public distribution of this report, a second series of meetings was held throughout the city on December 1, 2, 3, and 4, 1969. This time the community was asked to react to the recommendations the Commission proposed to make to the Board.

Again, approximately 3,000 Philadelphia residents attended meetings. Commission members presented to Interim Report. It was evident from the results that in some communities there was a much greater desire for a voice in school policy decisions than had previously been expressed. It was also clear that much of the public's concern was focused on individual schools. A third area of general concern was the lack of specificity in the Interim proposals. Accordingly, the Interim Report has been revised and expanded to reflect these concerns. Details of various

recommendations have been clarified, greater emphasis has been placed upon the individual schools and specific guidelines and formulae have been prepared for the constitution and functions of representative bodies at the individual schools - should a community decide to have such a group. If an election process is desired by a school community, the Commission has suggested rules and regulations under which the central Board of Education may conduct such a process.

The Commission does not believe that the measures it is recommending will in themselves solve the problems of the public schools of Philadelphia. A long and concentrated effort and much higher level of financial support are needed before solutions will be found.

However, the Commission believes that within the present financial constraints of the Board of Education, additional administrative decentralization and increased community participation will go a long way toward improving the climate of the schools and providing more effective learning opportunities for children. It is with this conviction that the Commission makes its recommendations.

B. ROLE OF EDUCATION

Only when we are clear about the kind of society we are trying to build can we design a learning system to serve our goals. An ideal society must provide the opportunity for all people to develop their skills to the best of their ability at all levels. Such a society must contain a value system based on experiences of human exchange - mentally, physically and spiritually. Therefore, the development of any curriculum must draw upon the experiences of human growth from birth to maturation, to reproduction and death. It must be clearly understood that structured learning in a school setting does not cover the entire life of a child. Thus, any meaningful education must involve a student in a relevant life experience both inside and outside of the school setting. This experience must include the elimination of the forces which continue to deny and drain the development of any group of people. These forces include racism, oppression, hunger, disease, illiteracy, and poverty. Learning should serve to expand the minds and spheres of action of all people and provide for complete self-realization and self-determination.

The education process has failed far too many children in Philadelphia. This waste of human resources is clearly indicated by high dropout rates, low reading scores, low admission rates to college and high unemployment rates. The rationale for the recommendations which follow rests on the belief that education will become more relevant to the needs and interests of all students in Philadelphia as a result of greater decentralization and community participation in the educational process. Out of this may grow the beginning of a new process of education which involves all of the

experiences necessary for man to understand himself in relation to his environment. The curriculum becomes the medium through which school family and school community interact to prepare each student to function as a total human being in his or her environment. To achieve this, the design of educational programs must reflect an overriding concern for the sensitive development of each human being.

C. DEFINITION OF TERMS

An understanding of the terms used in this report is important for its proper interpretation. The definitions of terms listed below have been carefully considered and agreed upon by the Commission.

ADMINISTRATIVE DECENTRALIZATION: The shifting of greater decision-making authority and responsibility to managerial levels closer to the school and administrative districts.

AD HOC COMMITTEE: A committee formed for a specific purpose. When its task is completed, the committee is disbanded.

ADVISORY COMMITTEE: An advisory committee is composed of elected or appointed individuals representing a given local school or district community, without final decision-making authority. This committee advises a principal.

CLUSTER: A cluster is ideally a set or group of schools which includes a comprehensive high school, the junior high schools and middle schools which send most of their students to that high school, and all elementary and lower schools which feed these junior and middle schools.

COMMUNITY PARTICIPATION: The involvement of the community or representatives of the community in the process of policy formulation, and in staff, curricular, and budgetary planning and evaluation. Participation may be informal on a specific issue or problem or formal through an advisory committee or Local School Board.

COMMUNITY CONTROL: The exercise of autonomous authority over a school system or subdivision thereof by a Local School Board. In the context of an urban system, it usually refers to control by a board representing a school community. Such a board has complete authority and responsibility in policy and decision-making, except as restricted by state and federal laws and regulations. . A central board becomes a service agency only.

ELIGIBILITY LIST: Qualified and certified persons who have successfully completed the examination procedure, listed according to the scores received in the examination.

CENTRAL BOARD OF EDUCATION: An elected or appointed group with decision-making authority and policy control of a school district (the city as a whole).

LOCAL SCHOOL BOARD: At the school level, an elected body which is delegated certain decision-making authority and responsibility as outlined in central Board policies and regulations.

SCHOOL FAMILY: The school family includes all parents of enrolled students, all staff, students and organizations which are based upon an official relationship such as Home and School Associations, Teacher Organizations, Student Councils, and Advisory Committees.

SCHOOL COMMUNITY: From a school perspective, the school community includes all parents of enrolled students, all staff, students and organizations which are based upon an official relationship to the schools plus all persons living in the geographic boundaries of the school who are affected by it, and local businesses and organizations which directly interact with a school. From a district perspective, the school community represents the sum of the foregoing communities within an administrative district of the city. From a citywide perspective, it represents comparable groups from the entire city.

PARAPROFESSIONAL: Paraprofessional personnel are those employes of the school system who assist teachers or other professional personnel or relieve them in their non-professional duties.

POLICY: A general directive or guideline approved by the central Board of Education (School District policy) or by a Local School Board (school policy) which guides and directs administrative decision-making. Usually, a policy expresses in part the goal, purpose or intent of a board.

POOL OF ELIGIBLES: Qualified and certified persons who have successfully completed an examination procedure.

REGULATION: An administrative directive based upon or reflecting policy.

SECTION II: CONCLUSIONS

A. GENERAL CONCLUSIONS

As a result of the two series of forums held by the Commission in all parts of the city, the Commission concluded that the citizens of Philadelphia strongly desire increased participation in the affairs of their schools. The Commission believes such participation is absolutely essential if the school system and the community it serves are to maintain mutual confidence and respect. The Commission recommends that the Board of Education facilitate and encourage more effective community participation in the work of the schools and believes that such increased participation will improve the quality of education for all students despite the fact that there may not be statistical proof of this thesis.

Effective public participation at the local level cannot be maintained if all the important decisions are made at central headquarters. If the school and district staff do not have the authority to make decisions, they cannot respond to concerned community groups. Therefore, the Commission believes that administrative decentralization must become a reality and that an ever-increasing number of basic decisions must be made at the individual school level with the participation of the public. The principal and his staff are the individuals in direct, daily contact with the students and are, therefore, closest to the point where learning should take place; it is they who must be responsible for educational results. The staff of a public school, no matter how well qualified, must have the active support and cooperation of the school community - in particular the parents of students - in order to achieve the best results.

The underlying difference between the options for decentralization and participation expressed in this document and the general pattern being proposed in large cities across the country is the focus here upon the individual school as the basic unit around which community participation is to be encouraged. The school has been chosen because it is here that children will succeed or fail and because it is hoped that those most closely affected by the performance of a school will participate in establishing school objectives, programs, and in the evaluation of results. If there is a common determination to improve education, the interaction of parents with the school staff and the community can provide the climate and support for achieving more success in school.

B. COMMUNITY PARTICIPATION AND ADMINISTRATIVE DECENTRALIZATION

In order for community participation in the public schools to be effective, there must be some mutually agreeable means of communication between administration and the school community. The Commission believes that community participation at the individual school level should allow for the widest possible variation; no single model for community participation should be mandated for the whole school system.

Instead, the Commission is recommending that the following three options for participation be offered to the school communities:

Option I — Informal Participation without formal structure

Option II — Advisory Participation through a committee which advises the principal in areas of curriculum, personnel, finance, student affairs and other matters.

Option III — Shared Authority and Responsibility with a Local School Board making decisions in certain areas of curriculum, finance, personnel, and student affairs consistent with appropriate laws, regulations, and central Board of Education policies.

If a community selects Option II or III, it will then decide whether to have the existing Home and School Association or another directly elected or appointed body perform the duties and functions of the option. Regardless of the option selected by the school community, all such voluntary participation in the work of the schools will be an unpaid service.

At the cluster or district levels, Advisory Committees should be created only if desired by representatives of the individual schools in order to ensure the responsiveness of these levels of administration to the needs of the operating unit, the school.

1. Deciding among the Options: School Level

Parents and other citizens desiring a change must petition the district superintendent for a referendum. A referendum within guidelines issued by the central Board of Education must be implemented before any formal change in the pattern of community participation takes place. The referendum will decide the question of which option for participation a school community desires. A majority of the voters at an individual school on the day and time designated must approve any change. The voters must be properly notified of the referendum. Subsequently, if required by initial affirmative vote, an election may be called to elect Local Board members. More detail describing the three basic options and the election process can be found in Section III-D. Overall supervision of the referenda and election process shall be the responsibility of the district superintendent.

2. Cluster or District Level Advisory Committees

Where a Cluster or District level Advisory Committee is desired by a majority of representatives of schools in a cluster or district, they may establish one at a meeting called for the purpose by the district superintendent.

C. POLICY FRAMEWORK

Federal and state laws, including the Public School Code of 1949 and the Educational Supplement to the Home Rule Charter, city ordinances, central Board of Education policies, regulations, guidelines and contracts all serve as a framework within which decisions relating to personnel, curriculum, finance, student affairs and other matters can be made.

All powers and duties which are not either expressly or by necessary implication delegated by the central Board of Education to Local School Boards and advisory committees shall be retained by the central Board of Education.

D. RELATIONSHIP TO THE CHARTER AND SUPPLEMENT

The members of Local Boards and committees are not empowered to exercise their duties or derive any of their official authority directly from the Public School Code of 1949 or any other statutes of the Commonwealth of Pennsylvania. Local School Boards and Advisory Committees are not separate subdistricts independent of the central Board of Education. They are essentially administrative boards, or committees, whose members perform only those functions delegated to them by the central Board of Education, within the framework of provisions of the Supplement to the Charter and are responsible to the central Board from whom they derive any powers and authority.

SECTION III: COMMUNITY PARTICIPATION AND DECENTRALIZATION

Part I: SCHOOL LEVEL

A. OPTION I - COMMUNITY PARTICIPATION WITHOUT A FORMAL STRUCTURE

1. Description of the Option

While no formal means of participation is proposed nor any single organization mode such as an advisory committee is prescribed, it is expected that principals will maintain and develop continuing relationships with the leaders of various organizations, especially the Home and School Associations. It is assumed that there will be great variance in terms of the arrangements that principals will make in order to establish and maintain healthy relationships with the school community.

Many of the present patterns for school-community participation fall within this option. Many communities may wish to retain their present relationship with their schools and the School District. If so, unless a petition for change is submitted to the district superintendent, the present arrangements will be maintained and changed only as the principal and local groups evolve different patterns of informal participation in school affairs.

2. Policy Framework

Federal and state laws, including the Public School Code of 1949 and the Educational Supplement to the Home Rule Charter, city ordinances, central Board of Education policies, regulations, guidelines and contracts all serve as a framework within which a principal at an individual school can make decisions relating to personnel, curriculum, finance, and other matters.

All powers and duties which are not either expressly or by necessary implication vested by the central Board of Education in local boards and committees shall be retained by the central Board of Education.

3. Setting Objectives and Evaluation

Each year the principal, with the participation of the school staff, will develop short and long range objectives for his school. Before adopting these, he may wish to have them reviewed by groups such as the officers of the Home and School Association in order to receive suggestions for improving the content and scope of the school's program. Annually, the principal with his school staff will evaluate progress toward these objectives and he may wish to share this information with those who participated within the process outlined above. For example, he might wish to suggest to the Home and School Association that a general meeting be built around

the results of the evaluation. The principal may also request the Division of Research for additional service which may be granted within budgetary and personnel limitations.

4. Curriculum

a. Minimum Standards, Courses

The central Board of Education shall set the minimum standards for all course offerings and for all educational materials to be provided for students. The principal may decide, after consulting with his staff, what courses in addition to basic courses shall be offered in that school and what books, instructional materials and equipment shall be used in the school.

The principal shall assure that the course offerings provide a smooth transition for students from year to year and shall cooperate with the district superintendent in providing smooth transition from school to school. The principal may wish to involve the Home and School Association, trade or business groups, or others depending on his perception of need.

b. Visitation.

The principal may wish to arrange for an ad hoc committee of school community representatives to visit the school including classes.

5. Personnel

a. Planning and Selecting the School Staff

The principal with participation of his school staff shall consider and determine within central Board policies and regulations, a personnel plan which includes a definition of the nature of positions to be filled within limits and any special qualifications required for those positions. Such a plan must be consistent with and subject to central Board policies and regulations. For certain leadership positions such as vice principal, department head, and team leader, interviews may be conducted and the principal shall make the final selection.

The principal may arrange for community participation in some or all of these responsibilities. Selection of school personnel will be made by the principal to the extent this is feasible, given the present ten-month contract for principals.

When a vacancy for principal occurs, the district superintendent may select an ad hoc advisory committee of school community representatives with whom he can consult about the requirements and qualifications for filling the position. He may also wish to consult this committee prior to making his final decision. The position shall be advertised by the central administration and any person qualified under state and central Board policies and regulations may apply. The district superintendent shall interview and select a principal from the pool of eligibles or from among other candidates within or outside the System whom the Superintendent of Schools agrees to recommend under the 5% provision of the Supplement to the Home Rule Charter. All selections are subject to approval by the Superintendent and the Board of Education.

Paraprofessionals may be recruited and selected locally by the principal on the basis of citywide examination procedures and regulations and within the personnel plan.

b. Evaluation

The principal shall be responsible for evaluating personnel in his school. The principal may make a special evaluation of any member of his staff. If the results of this indicate further action under applicable central Board of Education policies and regulations, the principal may effect them. General School District policies relating to help and assistance to personnel in improving performance must be followed.

6. Finance

The principal and staff shall annually review policies and regulations as they apply to their school and recommend a budget to the district superintendent within the school's allocation, including requests for funds and positions in excess of basic allotments. The recommendations shall reflect the principal's judgment as to the most effective way to use resources in achieving progress toward educational objectives for his school. A public hearing may be conducted prior to submission of the budget by the principal. He may involve the Home and School Association and others if he so desires. If he feels the allocation is unfair to the students of that school, he may file an appeal with the district superintendent.

The principal shall be accountable to the district superintendent and the district superintendent will follow sound financial practices and, when required, shall follow central Board of Education regulations regarding the modification of the annual plan and budget.

Within guidelines established by the central Board of Education, principals should be permitted to seek and accept grants from other than School District sources.

7. Health and Pupil Services

Within resources available, the principal shall develop plans for maintaining and improving mental and physical health. The nutritional needs of the students should receive particular attention. The principal may wish to request representatives of the local Home and School Association and others periodically to participate in a systemwide review of health and food services.

8. Purchasing

Prior to the beginning of the fiscal year, the principal shall prepare and the district superintendent shall approve a list of equipment needs which (1) is within resources allocated to the school, and (2) reflects the goals, objectives and priorities of the school. The principal shall proceed to effect the purchase of items without further authorization except where changes in the plan are necessary.

9. Other Services

The principal may involve members of the local Home and School Association, members of community organizations, and others in order to give advice and recommendations regarding other functions and services relative to an individual school.

10. Plant Maintenance (Building and Equipment Repairs) and Operations (Custodial Services)

The principal with the participation of the custodian and district engineer shall develop, within allocated funds, a building maintenance plan including necessary equipment and building repairs and a plan for improvement of the operation of the school plant. He may wish to consult the local Home and School Association and others if he so desires, prior to his recommendation of the plans to the district superintendent. A major consideration in both plans must be an absolute minimum of classroom disruption while instruction is in progress. The district engineer shall be responsible for coordinating district maintenance and shall report any anticipated disruption to the principal. Within central Board guidelines and constraints to be determined, small contracts of $500 or less shall be approved by the principal.

B. OPTION II - ADVISORY PARTICIPATION THROUGH AN ELECTED OR APPOINTED COMMITTEE WHICH ADVISES THE PRINCIPAL IN AREAS OF CURRICULUM, PERSONNEL, FINANCE, STUDENT AFFAIRS, AND OTHER MATTERS

1. Description of the Option

School communities choosing Advisory Participation shall have a School Advisory Committee or designate the Local Home and School Association to function in this capacity in performing the duties outlined below. Ad hoc committees may be appointed by the School Advisory Committee for specific purposes or problems. The establishment of an Advisory Committee shall not preclude individual communication of parents with faculty and the administration of a school. As the title of the option suggests, the School Advisory Committee shall advise the principal and make recommendations concerning school policies and regulations.

2. Policy Framework

Federal and state laws, including the Public School Code of 1949 and the Educational Supplement to the Home Rule Charter, city ordinances, central Board of Education policies, regulations, guidelines and contracts all serve as a framework within which an advisory committee at an individual school can make decisions relating to personnel, curriculum, finance, student affairs and other matters.

All powers and duties which are not either expressly or by necessary implication delegated by the central Board of Education to Local School Boards and advisory committees shall be retained by the central Board of Education.

3. Organization of the School Advisory Committee

a. Appointed Advisory Committee

If an Advisory Committee is to be appointed, the number and composition of the School Advisory Committee shall be determined by a committee of three members consisting of the president of the local Home and School Association, the principal, and one other person designated by the district superintendent. A School Advisory Committee shall have as officers a chairman and a vice chairman. The principal shall be ex officio and shall not be a voting member of the School Advisory Committee. The School Advisory Committee in a secondary school shall approve the addition of secondary students. Members shall serve two-year overlapping terms.

b. Home and School Association Advisory Committee

If the local Home and School Association is designated, that body will determine the number, organization, and composition of the advisory body. The principal shall serve as treasurer for all school funds. The principal shall be an ex officio member of the advisory body and shall serve without vote.

4. Duties of the School Advisory Committee

a. Participation

A prime responsibility of the School Advisory Committee will be to encourage the widest participation of all parents in the work of the school in order to improve the quality of education. Its responsibilities shall be to advise and recommend ways to improve the climate of the school that will favorably affect the motivation of students. Since the achievement of educational objectives depends in a large part upon the response of students in the school, the School Advisory Committee and the principal shall plan carefully in order to gain greater student participation and enthusiasm.

b. Setting Objectives and Evaluation

Each year the principal, with the participation of his school staff, will develop short and long range objectives for the school. He will present these to the School Advisory Committee which shall carefully consider the recommendations and shall suggest additions, deletions, and modifications to the principal.

Annually, the School Advisory Committee shall evaluate progress toward these objectives. The School Advisory Committee may request research and evaluation services from the Division of Research which may be granted subject to budgetary and personnel limitations. The School Advisory Committee will present the evaluation to the parents, students, employes, and other members of the community at a public meeting called for the purpose and shall conduct a general discussion of the results.

c. Curriculum

(1) Minimum Standards, Courses

The central Board of Education shall set the minimum standards for basic course offerings and educational materials to be provided for students. The School Advisory Committee shall recommend to the principal what additional courses

it feels should be offered in that school, and what books, instructional materials and equipment it thinks should be used in the school, provided these fall within budgetary and curricular constraints.

The School Advisory Committee shall suggest course offerings which provide a smooth transition for students from year to year and shall cooperate with the district superintendent in providing smooth transition from school to school.

(2) Visitation

School Advisory Committee members or a committee thereof should visit classes at least once a month. Visits shall be coordinated by the principal.

d. Personnel

(1) Planning the School Staff

Each year the School Advisory Committee shall systematically review and suggest changes to a personnel plan prepared by the principal with the participation of his staff. This plan will include a definition of the nature of positions to be filled within budgetary limits and any special qualifications required. Such a plan must be consistent with and subject to central Board policies and regulations.

(2) Selecting the School Staff

Within the approved school personnel plan, the principal will make the selection of all the staff for the school from a list submitted to him by the central administration to the extent this is feasible, given the present ten-month contracts for principals. However, for certain leadership positions such as vice principal, department head, and team leader, interviews will be conducted with the participation of the School Advisory Committee, and the principal will then make the final selection from a pool of eligibles.

When there is a vacancy for principal, the district superintendent shall meet with the School Advisory Committee to establish criteria for the position. The position must be advertised by central administration and any person qualified under state and central Board policies and regulations may apply. The School Advisory Committee may suggest three or more candidates from the pool of eligibles. The School Advisory Committee may also interview qualified prospective candidates within or outside the System and include these candidates among their recommendations, provided that the Superintendent of Schools approves the candidate as qualified and agrees to recommend him under the 5% provision of the Sup-

plement to the Home Rule Charter. The district superintendent shall select the principal with the approval of the Superintendent who shall recommend appointment to the central Board of Education. All such selections are subject to approval by the central Board of Education.

Paraprofessionals may be recruited and selected locally by the principal in consultation with the Advisory Committee on the basis of citywide examination procedures within the personnel plan.

(3) Evaluation

The principal shall be responsible for evaluating personnel in his school. The principal may make a special evaluation of any member of his staff. If the results of this indicate further action under applicable Board of Education policies and regulations, the principal may effect them. General School District policies relating to help and assistance to personnel in improving performance must be followed. The School Advisory Committee may function in a consultative role in relation to the evaluation of the school staff.

e. Finance

(1) Reviewing Allocation Policies and Regulations Established by the Central Board of Education

The principal shall review with the School Advisory Committee allocation policies and regulations established by the central Board of Education as they apply to that school. The School Advisory Committee may recommend that the principal appeal to the district superintendent if the School Advisory Committee feels that the allocation is inequitable to the students in that school. If after reviewing the formula established by the central Board of Education the School Advisory Committee thinks it basically fair, but inadequate in terms of the support level it offers all schools, it may wish to testify before the central Board of Education, city council, state legislature, and other bodies which influence the general support level for the schools.

Within guidelines established by the central Board of Education; principals, with advice of School Advisory Committees, should be permitted to seek and accept grants from other than School District sources.

(2) Budgeting

Annually, the principal, after consulting the school staff, shall submit his budgetary recommendations including requests for funds in excess of basic

allotments, to the School Advisory Committee for the next school year. The recommendations shall reflect his judgment as to the most effective way to use resources in achieving progress toward educational objectives of the school. After a public hearing has been conducted by the School Advisory Committee the principal shall consider advice given, make revisions he deems necessary, and approve the budget.

(3) Managing the Budget

The principal shall be accountable to the district superintendent and responsive to the School Advisory Committee to follow sound financial practices and, when required, shall follow central Board of Education regulations regarding the modification of the annual plan and budget.

f. Health and Pupil Services

Within resources available, the School Advisory Committee shall consider and advise on plans for maintaining and improving mental and physical health. The nutritional needs of the students should receive particular attention. Advisory Committees may be requested periodically to participate in a systemwide review of health and food services.

g. Purchasing

Prior to the beginning of the fiscal year, the School Advisory Committee may consider and recommend a list of equipment needs which (1) is within resources allocated to the school, and (2) reflects the goals, objectives and priorities of the school. The principal shall proceed to effect the purchase of items without further discussion except where changes in the plan are necessary.

h. Plant Maintenance (building and equipment repair) and Operations (custodial services)

The principal with the participation of the custodian and district engineer shall develop, within allocated funds, a building maintenance plan including necessary equipment and building repairs and a plan for improvement of the operation of the school plant. The School Advisory Committee shall review these plans and may suggest any changes necessary. The principal will consider any such suggestions and recommend theplans to the district superintendent. A major consideration in both plans must be an absolute minimum of classroom disruption while instruction is in progress. The district engineer shall be responsible for coordinating district maintenance and shall report any anticipated disruption to the principal. Within central Board guidelines and constraints to be determined, small maintenance contracts of $500 or less shall be approved by the principal.

i. Capital Improvements (new buildings, additions, substantial renovations)

The School Advisory Committee and principal shall serve in an advisory role when building replacements, additions or alterations are being planned for a school. Decisions in this area shall continue to be made at the district and citywide level.

j. Transportation (student busing)

The School Advisory Committee and principal shall review and recommend all plans for busing which affect the school. Decisions related to busing shall be made at the district and systemwide level.

C. OPTION III - SHARED AUTHORITY AND RESPONSIBILITY - A Local School Board making decisions in certain areas of curriculum, finance, personnel and student affairs consistent with appropriate laws, regulations and central Board policies

1. Description of the Option

School communities choosing shared authority and responsibility shall elect a Local School Board or designate the Local Home and School Association to make final decisions in areas outlined below. Committees may also be appointed by the Local School Board or Home and School Association for specific purposes or problems. The establishment of such a board shall not preclude individual communication of parents with faculty and the administration of a school. As hereafter used, the Local School Board means the local school governing body - that group elected by the school community or established by the Home and School Association.

As the title of the option suggests, the Local School Board shall have the authority to make decisions and the responsibility to defend the wisdom of its decisions.

2. Policy Framework

Federal and state laws including the Public School Code of 1949 and the Educational Supplement to the Home Rule Charter, city ordinances, central Board of Education policies, regulations, guidelines, and contracts all serve as a framework within which a Local School Board at an individual school can make decisions relating to personnel, curriculum, finance, student affairs and other matters.

All powers and duties which are not either expressly or by necessary implication delegated by the central Board of Education to Local School Boards and advisory committees shall be retained by the central Board of Education.

3. Organization of the Local School Board

a. Elected Local School Board

If a Local School Board is elected, it shall be composed of nine adult members, serving two-year overlapping terms and shall govern the school as its chief policy-making body. It shall have as officers a chairman and vice chairman. The principal shall serve as an ex officio member, as secretary-treasurer for school monies and as the Local School Board's executive officer. The principal shall not be a voting member of the Local School Board; he shall carry out its policies and regulations. At the secondary level, the Local School Board shall include the addition of two students bringing the total number of members to eleven.

b. Home and School Association Board

If the local Home and School Association is designated, it shall determine the organization and composition of its executive body except that the principal shall serve as treasurer for all district monies in the school. He shall be an ex officio member of the executive body, its executive officer and shall serve without vote.

4. Duties of the Local School Board

a. Participation

A prime responsibility of the Local School Board will be to encourage the widest participation of all parents in the work of the school in order to improve the quality of education. Responsibilities shall also include improvements in the climate of the school which will favorably affect the motivation of students. Since the achievement of educational objectives depends in a large part upon the response of students in the school, the Local School Board and the principal shall plan carefully in order to gain greater student participation and enthusiasm.

b. Setting Objectives and Evaluation

Each year the principal shall present to the Local School Board short and long range objectives for the school. These shall be developed with the participation of the principal, the school staff and the Local School Board. The Local School

Board shall carefully consider the recommendations of the staff and shall adopt a set of objectives. Annually, the Local School Board shall evaluate progress toward these objectives and shall involve the principal and the staff in the process. It may request research or evaluation services from the Division of Research which may be granted within budgetary and personnel limitations. The Local School Board shall present the evaluation to the parents, students, employes and other members of the community at a public meeting called for the purpose and shall conduct a general discussion of the results.

c. Curriculum

(1) Minimum Standards, Courses

The central Board of Education shall set the minimum standards for all course offerings and for all educational materials to be provided for students within budgetary regulations. The Local School Board may decide, after hearing the recommendation of the principal who has consulted with his staff, what courses in addition to basic courses shall be offered in that school and what books, instructional materials and equipment shall be used in the school.

The Local School Board shall assure that the course offerings provide a smooth transition for students from year to year and shall cooperate with the district superintendent in providing smooth transition for students from school to school.

(2) Visitation

The Local School Board members shall visit classes at least once a month. Visits shall be coordinated by the principal.

d. Personnel

(1) Planning the School Staff

Annually the principal, in consultation with his staff, shall prepare and submit a long range staffing plan to the Local School Board. The Local School Board, after receiving the principal's recommendation, shall consider and adopt a personnel plan which includes a definition of the nature of positions to be filled within budgetary limits and any special qualifications required. Such a plan must be consistent with and subject to central Board policies and regulations.

(2) Selecting the School Staff

The recruitment of school staff should remain a function of central administration. However, within the personnel plan adopted by the Local School Board, the principal shall select the staff for the school from a list submitted to him by the central administration and to the extent this is feasible, given present ten-month contract for principals. For certain leadership positions such as vice principal, department head, and team leader, interviews will be conducted with the participation of the Local School Board, and the principal shall make the final selection from a pool of eligibles.

When there is a vacancy for principal, the district superintendent shall meet with the Local School Board to establish special criteria for the position. The position shall be advertised by the central administration and any person qualified under state and central Board policies and regulations may apply. The Local School Board may interview and select a principal from the pool of eligibles from within or outside the System provided the Superintendent of Schools agrees to recommend him under the 5% provision of the Supplement to the Home Rule Charter. Prior to making its final decision, the Local School Board shall hear the recommendations of the district superintendent, and may wish to consult other representatives of the school community. All selections are subject to approval by the Superintendent and the central Board of Education.

Paraprofessionals may be recruited and selected locally by the principal on the basis of a citywide examination procedure within the personnel plan adopted by the Local School Board.

(3) Evaluation

The principal shall be responsible for evaluating personnel in his school. The Local School Board will function in a consultative role in relation to the evaluation of the school staff. If the results of this indicate further action under applicable Board of Education policies and regulations, the principal may effect them. General School District policies relating to help and assistance to personnel in improving performance must be followed.

e. Finance

(1) Central Board of Education Allocation Policies

The principal shall review with the Local School Board allocation policies and regulations established by the central Board of Education as they apply to

that school. The Local School Board may require him to file an appeal with the district superintendent if the Local School Board feels that the allocation is inequitable to the students in that school. If, after reviewing the formula established by the central Board of Education, the Local School Board thinks it basically fair, but inadequate in terms of the support level it offers all schools, it may wish to testify before the central Board of Education, city council, state legislature; and other bodies which influence the general support level for the schools.

Within guidelines established by central Board of Education, principals and the Local School Board should be permitted to seek and accept grants from other than School District sources.

(2) Budgeting

Annually, the principal, after consulting the school staff, shall submit to the Local School Board his budgetary recommendations for the next school year. The recommendations shall reflect his judgment as to the most effective way to use resources in achieving progress toward educational objectives adopted by the Local School Board. After a public hearing has been conducted by the Local School Board, it shall consider and adopt the budget.

(3) Managing the Budget

The principal shall be accountable to the district superintendent and the Local School Board to follow sound financial practices and, when required, shall follow central Board of Education regulations regarding the modification of the annual plan and budget.

f. Health and Pupil Services

Within resources available, the Local School Board shall consider plans for maintaining and improving mental and physical health. The nutritional needs of the students should receive particular attention. Local School Boards may be requested periodically to participate in a systemwide review of health and food services.

g. Purchasing

Prior to the beginning of the fiscal year, the principal shall prepare, and the Local School Board shall approve a list of equipment needs which (1) is within resources allocated to the school, and (2) reflects the goals, objectives and priorities of the school. The principal shall proceed to effect the purchase of items without further authorization except where changes in the plan are necessary.

h. Plant Maintenance (building and equipment repair) and Operations (custodial services)

The principal with the participation of the custodian and district engineer shall recommend to the Local School Board a building maintenance plan including necessary equipment and building repairs and a plan for improvements of the operation of the school plant. The Local School Board shall make any changes necessary and approve the plans as a recommendation to the district superintendent. A major consideration in both plans must be an absolute minimum of classroom disruption while instruction is in progress. The district engineer shall be responsible for coordinating district maintenance and shall report any anticipated disruption to the principal.

Within central Board guidelines and constraints to be determined, small maintenance contracts of $500.00 or less shall be approved by the principal and the Local School Board.

Except for the foregoing, the Local School Board shall have an advisory role in plant maintenance.

i. Capital Improvements (new buildings, additions, substantial renovations)

The Local School Board and principal shall serve in an advisory role when building replacements, additions or alterations are being planned. Decisions in this area shall continue to be made at the district and citywide level.

j. Transportation (student busing)

The Local School Board and principal shall review all plans for busing which affect the school and make proposals for changes. Decisions related to busing shall be made at the district and systemwide level.

D. IMPLEMENTING A CHANGE IN SCHOOL COMMUNITY PARTICIPATION

1. Petitioning for and Conducting a Referendum

a. If a petition requesting a referendum to decide among the options for community participation is signed by voters equal in number to 20% of the school enrollment as of the preceding October 31, a referendum shall be held provided that half the signatures are those of parents of children in the school and provided that the petition is properly executed in accordance with the regulations and procedures

outlined below. In the case of a new school (not a replacement), the petition for referendum must be signed by voters equal in number to 20% of the projected enrollment as approved by the Planning Department of the central administration. The petition shall be postmarked on or before midnight, January 10. It shall be sent to the district superintendent at his office by registered mail.

b. Conducting the Referendum

Provided that a petition for referendum has been received and approved by the district superintendent, an Election Committee shall be established to oversee the conduct of the referendum. It shall be composed of a community resident selected by the principal (district superintendent if principal or acting principal has not yet been appointed), the president of the local Home and School Association and one other person chosen by the district superintendent. The size of the Election Committee shall be determined by those three people. Parents shall comprise the majority of the Election Committee. Where a local Home and School Association does not exist, the principal will choose a parent of a student enrolled in the school. The Election Committee shall make arrangements for proper notification of the voters, preparation of ballots, manning the polls, counting the ballots, and other related duties.

c. Eligibility to Petition and Vote

The following regulations designate those eligible to petition and vote:

(1) Parents or Guardians

Parents or guardians of students enrolled in a school are eligible to petition if their name appears on the active school enrollment file on the day the petition is filed, and to vote if their name appears on the active enrollment file on the day of the election.

(2) Adults Not Parents or Guardians

Adults who are not parents or guardians of students in a school who reside in a designated geographic area around the school may petition and vote by certifying that they are of voting age and listing their residence on the petition at the time when balloting takes place. A map clearly showing the school's geographic area shall be posted in the school or near the office at all times. In the case of a new school, the map shall be posted in all schools from which the students will be drawn.

(3) Multiple Voting

Parents or guardians may petition and vote in every school where their children are enrolled. Other adult citizens may petition and vote in every

school within whose designated geographic attendance area they reside, provided they can show evidence of residence. In the case of a new school, parents or guardians may petition and vote in both the old and new schools as long as their children are enrolled, and included in the projected enrollment as approved by the Planning Department of the central administration.

d. Designated Petitioning and Voting Areas

(1) Definition, Responsibility for Identification

A designated geographic area shall be that area specified by the central administration which (1) is the normal attendance area for a school, or (2) is an area equal to a normal attendance area for a school with more than a neighborhood enrollment.

(2) Notification of Voters

Notification of voters shall be provided for by the central Board of Education in the following manner. At least 20 days prior to a referendum, a registered letter signed by the district superintendent shall inform the Superintendent of Schools that he has a valid petition for a referendum at a school which is, to the best of his knowledge, properly executed according to the policies and regulations of the central Board of Education. The Superintendent shall cause to be published twice in at least two newspapers of general circulation the names of the schools where voting will be conducted, their addresses, the hours of voting, the questions to be decided, and a general statement describing voter qualifications. The first advertisement shall appear not more than 15 days nor less than 10 days before the date of the referendum, and the second not more than 9 days nor less than 5 days before the referendum. The principal from each school with a valid petition shall conduct voting at that school.

e. Balloting in the Referendum

Balloting shall take place at each school from 8:00 to 10:00 A.M. and 2:00 to 8:00 P.M. on the days specified for the referenda. Where petitioned, referenda shall be held on the second Tuesday in March. Voters shall choose the option they desire for their school. All ballots shall be secret and shall be prepared centrally and counted locally by an Election Committee. There shall be no absentee ballots. A referendum shall be valid only if the number of ballots is equal to or greater than 20% of the school enrollment as of the previous October 31. Where this does not occur, the school community may petition for a referendum at the next annual referendum in March of the following year.

f. Questions to Be Resolved at the Referendum

SAMPLE BALLOT FORM

THE SCHOOL DISTRICT OF PHILADELPHIA

_____
(School)

1. Choosing an Option

Choose one option for your school

VOTE FOR ONE ONLY

(a) Option I - Informal Community Participation ☐

(b) Option II - Advisory Participation with an Advisory Committee ☐

(c) Option III - Shared Authority and Responsibility with a Local School Board ☐

2. Home and School Designation

ALL VOTERS ANSWER BOTH QUESTIONS

(a) If Option II is chosen by the voters in your school community, do you wish the Home and School Association to function as the Advisory Committee?

Yes ☐ No ☐

(b) If Option III is chosen by the voters in your school community, do you wish the Home and School Association to function as the Local School Board?

Yes ☐ No ☐

2. Selection or Election of a School Advisory Committee, Option II

a. Home and School Designation

If the local Home and School Association has been selected to function under this option, it shall constitute itself or any part of itself as said School Advisory Committee and may add student members and members who are not parents of enrolled students.

b. Direct Election or Selection

(1) Public Hearing - Advisory Committee Structure

Where a local Home and School Association has not been designated to function under this option, the president of the local Home and School Association, the principal (district superintendent if principal or acting principal has not yet been appointed), and one other person designated by the district superintendent shall prepare a tentative plan as to the composition of a School Advisory Committee, whether it shall be selected or elected, the number of members, method of selection or election, officers, terms of office, and other related matters, and shall conduct one or more public hearings during the months of April and May to receive suggestions and recommendations on the plan. Employes of the School District may serve on the School Advisory Committee. Where a local Home and School Association does not exist, the principal will choose a parent of a student enrolled in the school to serve in place of a local Home and School president. After these meetings, modifications may be made and the plan may be approved by the three people designated.

(2) Public Meeting to Recommend Plan, Hear Nominations

A public meeting on the first Tuesday in June will be called by the president of the local Home and School Association (or alternative appointment if there is no Home and School Association), the principal, and one other person previously designated by the district superintendent to present the approved plan for an Advisory Committee for the school and to hear nominations from the floor, if nominations are appropriate to the plan. After this meeting, the plan will be implemented by the three persons designated who will select the persons to oversee proper election or selection of Advisory Committee members in accordance with the plan adopted, except that the School Advisory Committee shall be elected or selected and functioning before the first Tuesday in September.

(3) Annual Revision

Annually, at a public meeting called for the purpose during the month of April, the president of the local Home and School Association (or alternative appointment), the principal, and one other person designated by the district superintendent shall conduct a hearing in order to receive suggestions and recommendations for the improvement of the Advisory Committee structure, terms of office, composition, method of selection, and other related matters. They shall approve or reject any revisions at this meeting and shall receive nominations from the floor if appropriate to the established plan.

(4) Selection of Officers

At the first meeting of the School Advisory Committee, and annually thereafter, officers of the Committee shall be elected.

(5) Excessive Absence

When a School Advisory Committee menber's absence at meetings has been excessive, the School Advisory Committee may declare the position vacant, and shall appoint within 60 days a person to fill the vacancy.

c. Voiding School Advisory Committee

Where there is evidence of excessive strife and irregularity in the conduct of the local Advisory Committee's affairs or where there is evidence that the School Advisory Committee has exceeded its authority, the central Board of Education may call a special meeting to hear the issues. The central Board of Education may, after the hearing, take any action or make any recommendations it deems necessary to improve the situation. If the School Advisory Committee does not comply with the directives of the central Board of Education within thirty (30) days, it shall be disbanded and shall cease to function. The school community may then petition for a new referendum at the appropriate time tc choose again among the options.

3. Election of the Local School Board, Option III

a. Home and School Designation

If the local Home and School Association has been selected to function under Option III, it shall constitute itself or any part of itself as a Local School

Board and may add members who are secondary school students or are not parents of students enrolled in the school if it so desires.

b. Direct Election

(1) Election Authorized

An election of a Local School Board shall be authorized if a referendum has been properly executed and if the local Home and School Association has not been designated to function under Option III.

(2) Eligibility to Nominate and Vote

The following regulations designate those eligible to nominate and vote:

(a) Parents or Guardians

Parents or guardians of students enrolled in a school are eligible to nominate if their name appears on the active school enrollment file on the day nominations are taken, and to vote if their name appears on the active enrollment file on the day of the election.

(b) Adults Not Parents or Guardians

Adults who are not parents or guardians of students in a school who reside in a designated geographic area around the school may nominate and vote by certifying that they are of voting age and also their residence on the day nominations are taken and at the time when balloting takes place. A map clearly showing the school's geographic area shall be posted in the school or near the office at all times. In the case of a new school, the map shall be posted in all schools from which the students will be drawn.

(c) Multiple Voting

Parents or guardians may nominate and vote in every school where their children are enrolled. Other adult citizens may nominate and vote in every school within whose designated geographic attendance area they reside, provided they can show evidence of residence. In the case of a new school, parents or guardians may nominate and vote in both the old and new schools as long as their children are enrolled or included in the projected enrollment as approved by the Planning Department of the central administration.

(3) Election Committee

Provided that a valid referendum has been executed, an Election Committee shall be established to oversee the conduct of the election. It shall be composed of citizens selected by the principal (district superintendent if principal or acting principal has not yet been appointed), the president of the local Home and School Association and one other person chosen by the district superintendent. The size of the Election Committee shall be determined by those three persons. Parents shall comprise the majority of the Election Committee. Where a local Home and School Association does not exist, the principal will choose a parent of a student enrolled in the school. The Election Committee shall make arrangements for proper notification of the voters, preparation of ballots, manning the polls, counting the ballots, and other related duties.

(4) Notification of Voters

Notification of voters shall be provided for by the central Board of Education in the following manner:

At least 20 days prior to an election, a registered letter signed by the Chairman of the Election Committee at an individual school and the district superintendent shall inform the Superintendent of Schools of all those whose names have been placed in nomination for a Local School Board based upon valid petitions. The Chairman of the Election Committee of the school shall attest in the name of the Election Committee that petitions have been properly executed in accordance with the policies and regulations of the central Board of Education.

The Superintendent of Schools shall cause to be published twice in at least two newspapers of general circulation the names of the schools where the election will be conducted, their addresses, the names of the candidates for each Local School Board, the hours of voting and a general statement describing voter qualifications. The first advertisement shall appear not more than 15 nor less than 10 days before the election and the second not more than 9 nor less than 5 days before the election. Each school where an election is authorized shall conduct voting at that school. In the case of elections for a Local School Board at a new school which has been approved by the central Board of Education but has not yet been completed, the district superintendent shall see that alternate voting places are provided.

(5) Balloting

The balloting shall take place in the school affected from the hours of 8:00 to 10:00 A.M. and 2:00 to 8:00 P.M. on the second Tuesday in May. All ballots shall be secret and shall be prepared centrally and counted locally by an Election Committee. There shall be no absentee ballots. An election shall be valid only if the number of the ballots is equal to or greater than 20% of the school enrollment as of the previous October 31. Where this does not occur, the school community may petition for a referendum at the next annual referendum in March of the following year.

(6) Nomination for the Local School Board

Any eligible voter who files a nominating petition with the Election Committee at the school by April 15, signed by eligible voters in the community, shall be entitled to have his name placed on the ballot and be eligible to be elected a Local School Board member. The minimum number of signatures on a petition shall be a number equal to 5% of the previous October 31 school enrollment, and at least half the signatures must be those of parents of enrolled students.

For the purposes of balloting, the names of nominees shall be divided into two groups. The first six positions shall constitute group I and be reserved for parents of enrolled students. Only parents of enrolled students may file a nominating petition for positions in group I. The six candidates receiving the highest number of votes in group I shall be declared elected by the Election Committee.

The remaining three positions shall constitute group II and shall be open to any qualified voter whether or not he is a parent of an enrolled student. The three candidates receiving the highest number of votes shall be elected.

In subsequent years, three of five and three of four positions respectively shall be reserved for parents of enrolled students in alternate years. The remaining two and one positions respectively will be open to any qualified voter.

(7) Election, Certification of Results

Those who receive the highest number of votes cast in group I (parents) and in group II (adults and/or parents) considered separately shall be declared elected. Results shall be certified by the Election Committee to the district superintendent.

(8) Composition of Local School Boards

The Local School Board shall be composed of nine adults who shall be qualified voters on the day of the election, but no paid employe of The School District of Philadelphia may serve on a Local School Board. Members shall serve no more than two two-year terms except that one interim or partial term may also be served. The initial members shall determine by lot five members for one-year terms, and four for two-year terms. A member shall be considered a parent for a full two-year term even if his child subsequently graduates or leaves the school for some other reason. In addition to the nine adult members, Local School Boards at secondary schools shall establish an election procedure for the selection of two

secondary student representatives. Local School Boards at elementary schools shall decide whether they wish to have formal student participation and may establish either an elective or appointive selection procedure. Students shall not be present when personnel matters involving individuals are being discussed, but shall be considered as full voting members in all other considerations.

(9) Meetings

The Board shall meet regularly at least once a month in public at a time and place selected by them. Special meetings may be called by or at the written request of any three members or the principal. Notice of special meetings shall be given at least two days previous thereto by written notice delivered personally or sent by registered mail to each member at his address as shown on the records.

A majority of the members shall constitute a quorum for the transaction of the business at any meeting and no business may be conducted without at least five adult members present. A simple majority of the members present at a meeting shall be required to pass any motion. Members shall have power to act only as a body of the whole. A majority of the whole shall be required to approve the budget, personnel plan, major changes in the curriculum, and the selection of the principal.

(10) Vacancies

Any vacancy occurring in the Local School Board due to resignation or other reasons shall be filled by the remaining members of the Local Board who may elect persons to fill unexpired terms. The election shall be called by the secretary within sixty (60) days of the occurrence of the vacancy. At the next annual election, the regular process for electing Board members shall be used to fill the unexpired term of any members being replaced.

(11) Officers of the Local School Board, Elections

The Local School Board shall elect its officers consisting of a president, and one or more vice presidents. Other officers may be elected as the Local School Board deems desirable. The principal shall serve as secretary-treasurer.

(12) Recall of Board Members

A petition to recall a member of an elected board or committee may be filed with the Election Committe if it has the number of qualified signatures equal to 25% of the student enrollment on the last previous October 31, and if at least

half of these signatures are parents of enrolled students. If after examination, the Election Committee determines that the signatures are proper, a special election shall be called, and the names of other candidates may, by petition, be entered on the ballots.

c. Voiding a Local School Board - However Constituted

Where there is evidence of excessive strife or irregularity and confusion in the conduct of the Local School Board's duties, or where there is evidence that a Local School Board has exceeded its authority, the central Board of Education may call a special meeting for the purpose of determining the facts and hearing the Local School Board's response. The central Board of Education may exonerate the Local School Board or may advise it of necessary improvements in the conduct of its affairs. If evidence is not presented to the central Board of Education acceptable to it within thirty (30) days that the specific improvements named by the central Board of Education have been accomplished, the Local School Board shall be voided, and shall cease to exist and function. The school community if it wishes may then petition for a new referendum at the appropriate time and choose once more among the options.

PART II: DISTRICT AND SYSTEMWIDE LEVEL

A. CENTRAL BOARD OF EDUCATION

The central Board of Education should be retained; it should be elected rather than appointed.

The Commission believes a central board of education will continue to fill a vital role in the improvement of education in this city. Resources must be raised citywide in order to provide a reasonable base of financial support for the schools. These resources must, in turn, be allocated fairly and effectively to districts and schools throughout the city. Even more important, a central board can and must continue to provide overall leadership to the school system on problems and concerns that have citywide significance and which might be lost in the more limited perspective of a participating district or school. Another important factor in the Commission's recommendation of the retention of a central Board of Education is the desirability of negotiating union contracts centrally. Negotiations on a district-by-district or school-by-school basis would be too complex and inefficient to be considered seriously.

However, the Commission believes that the central Board should be elected rather than appointed and recommends the following procedures for election and organization:

1. Nomination and election should be on a nonpartisan basis.

2. The central Board of Education should be composed of ten members elected from the equally apportioned districts and five members elected at large, with provision for minority representation.

3. Members should serve four-year terms staggered as follows:

- 5 at large and 5 district members to be elected with the District Attorney
- 5 district members to be elected with the Mayor

4. The central Board of Education should have taxing authority and responsibility.

5. Its members should serve without pay, but be provided with adequate secretarial help. The panel to nominate Board members as set forth in the Home Rule Charter Supplement shall be retained except that it shall name three candidates for each position for which there is a vacancy. The three names for each position shall appear on the ballot. In addition, authorized petitions to be on the ballot should be accepted. Petition requirements should be less demanding than those for other public offices.

B. PARTICIPATION AT THE SYSTEMWIDE LEVEL

The central Board of Education should continue to establish ad hoc committes to advise it on basic systemwide policy questions.

The Commission itself is an ad hoc committee to advise the Board on decentralization and community participation. From time to time, when significant policy issues are under review, the school community should be carefully consulted prior to any final decisions by the Board. Several of the recommendations contained in this Report suggest areas where it is especially important to give due consideration to school-community opinion and advice on a systemwide level.

C. CENTRAL SERVICE FUNCTIONS

The central administration should retain its essential service functions to individual schools and district offices, continuing to manage such functions as the following: payroll, subsidy, food preparation, transportation, data processing, legal affairs, public information, health services, and construction of schools. (This is not meant to be an all-inclusive list of central functions.)

Certain operations must be carried out at the central level in order to provide more efficient and economical performance. The functions listed are not all inclusive, but touch on some of the major service areas which the Commission agrees should be centrally administered. Centralizing food preparation does not preclude schools and districts from making suggestions and requests for particular menus; health services are generally dictated by state law; transportation services, while serving local areas, must be flexible and available for more than one district or school; public information, while centrally managed, does not preclude school and district information centers; the work of the Legal Affairs Office primarily represents the School District as a whole rather than individual schools or districts; construction of schools is essentially a central function. This does not preclude local communities from making known their preferences about the kind of schools to be built in their community, where they should be located, and the architects who may be chosen for their planning.

1. Purchasing

Purchasing of all school equipment and supplies should be centrally negotiated. However, individual schools and districts should be able, within their budgets, to purchase items against centrally-negotiated contracts. The present authority for emergency purchases should be retained.

As has been stated, it is more economical and efficient to carry on certain functions at the central level. Purchasing of supplies and equipment ranks high on this list. One of the major supports for retaining this function at central level is the large savings that are achieved by quantity purchasing. Furthermore, by law, expenditures exceeding $1,000 must be approved by the central Board of Education after a contract has been submitted for competitive bidding. Procedures are now being planned centrally to negotiate prices on books and certain equipment and allow school level ordering directly from the vendor within authorized budgets.

2. Union Contracts

Union contracts should be centrally negotiated with prior consultation with the members of the school community not presently represented in the bargaining unit. The Commission believes it is in the best interest of all concerned to conduct union contract negotiations on a systemwide basis rather than on a district-by-district or school-by-school basis. The latter approach to negotiation would be both impractical and unwise, particularly in light of the fact that the financial resources of the School Board are based on citywide taxation, and are centrally allocated. The Commission does believe, nevertheless, that members of the school community (in particular, parents of enrolled students) should be consulted as to their suggestions prior to the actual negotiating sessions. Principals are presently involved in the teacher negotiations.

3. Determining School Organization, Capacity, Busing

The specification of attendance boundaries and the selection of schools to send and receive students due to overcrowding, construction, or for other reasons shall remain central functions. However, local committees and boards and principals may suggest changes in plans and may, where possible, participate in the making of initial proposals.

4. Administrative District Reorganization

The Board of Education should undertake a study of School District lines with an eye to reducing the size of the larger districts and making district lines consistent with clusters or groups of clusters. The present enrollments of the administrative districts are unequal in size, extremely difficult to manage in some cases, and appear to be based on lines chosen without reference to feeder patterns. This recommendation suggests that boundary lines be carefully re-evaluated and redrawn and reviewed periodically to improve the continuity of educational planning for students, and to facilitate more orderly feeder patterns, more manageable administrative units, and more logical community participation.

5. Citywide Schools

Schools whose attendance areas are citywide or encompass more than one district may require special policies and regulations adopted by the central Board of Education to reflect a citywide perspective. The minimum standards for courses and the inclusion of admission standards centrally determined make certain schools an exception to regular procedures. In order to assure individual students the opportunity to study subjects related to personal, educational or vocational goals, the present policy allowing a student whose assigned school does not offer the desired course of study the right to transfer to a school that does meet his needs must be maintained.

6. Grants for the Improvement of Instruction

Financial grants from the School District for purposes of carrying out projects dealing with curriculum change and development should be awarded to the individual teacher. The Superintendent of Schools, with the advisory participation of a teacher grant committee, should award individual grants to teachers.

Special grants from the School District should be made to individual schools from either the district or central administration.

Subject to review of the Board of Education, central administration should establish guidelines for the manner and circumstances under which grants from sources outside the School District may be secured, and accepted. It should also coordinate requests that are made of the same sources. Within these guidelines, it is recommended that the schools be permited - in fact, encouraged - to seek and accept grants from other than School District sources.

Special grants should continue to be made to teachers for projects which show promise of contributing to the improvement of the educational process in a school. At present, prospective grantees may apply for these grants, and their proposals will be evaluated in competition with others.

Special grants should continue to be made to schools by district superintendents and/or the Board for specific projects; e.g., the Motivation Program. Items such as new instructional devices may be purchased with such grants. Similarly, special grants may be made to districts for staff development, projects for disruptive students, etc.

Private grants are available to individual schools from sources such as the Ford Foundation, Urban Coalition, and local Philadelphia agencies. Federal grants can be obtained for special programs by application through the Board of Education. Central administration, acting in the capacity of a service agency, should cooperate in every way possible to help individual schools prepare proposals and submit them to the proper sources.

7. Maintenance

Annually, or more often, the executive director in charge of maintenance and operations functions shall consult representatives of the schools and districts on ways by which more effective and timely service can be rendered within budgetary constraints. Custodians at individual schools shall be responsible to the principal for the operation of the school plant. He shall rely on the district engineer for technical assistance.

An ad hoc committee which shall include the head of the Facilities Department shall devise regulations whereby small maintenance contracts of $500.00 or less may be let locally, within a school's allocation, when the principal or Local School Board desires this function. All such contracts shall be under the central Board of Education bidding regulations.

8. Food Service

Annually, or more often, the executive director in charge of the food service shall consult representatives of the schools and districts on ways to expand and improve the food service program, especially in areas of the city where lowest income households are located.

SECTION IV: REVISING SYSTEMWIDE POLICIES

A. ADMINISTRATIVE ROLES AND RESPONSIBILITIES

The statements of roles of the principal, district superintendent and Superintendent express what is emerging from present Board policies; namely, an increasing emphasis upon achieving educational results and decreasing emphasis upon uniform organizations, programs and procedures.

In implementing the recommendations of this Commission, it is extremely important that the roles and responsibilities of the individuals most directly involved in the administrative aspects of decentralization be clearly defined and widely disseminated. Lack of central policy guidelines will make it impossible for the principals and district superintendents to act without referring to central headquarters for approval. Both the extent and limits of authority to be granted should be clearly set forth so that principals, district superintendents, and key central staff may more easily carry out assigned functions. Central administration may then devote more of its time to planning and development of the educational system of Philadelphia. The following role statements are intended to clarify key positions: the principal, the school staff, the district superintendent and Superintendent of Schools. While the statements are not intended to be comprehensive, they do develop the basic elements of administrative authority and responsibilities under a revised system of School District administration and community participation.

1. Role of Principal

Whether a school community chooses Options II or III or decides to continue under the present arrangements for informal participation, the primary role of the principal and staff is essentially the same. That is, the principal with his staff is responsible for achieving the greatest possible educational result with whatever resources are allocated to the school within the overall framework of the goals, priorities and other policies and regulations of the central Board of Education.

If the school is operating under Option I, Informal Participation, the principal and staff will want to find out the needs of the particular community and the students, prior to making important decisions. Indeed, this is central Board policy now. Since the community has not chosen to have a formal means of participation, the principal and staff may from time to time wish to involve the Home and School Association and other organizations on an ad hoc basis concerning basic questions of school policy.

Clearly, however, the principal continues to be directly accountable through the district superintendent and Superintendent to the Board of Education for supporting and defending the wisdom of his decisions. While he must also be responsive to

the school community within the limits of central and district policy, he is not directly accountable to any local group or organization.

If the school is operating under Option II, Advisory Participation, the role of the principal changes only in that a formal means of participation has been specified and that the Advisory Committee has the right to review all major district and school policies and to advise the principal, but not to make decisions. This makes it necessary for the principal to effectively organize information around school issues and policies so that rational advice is possible. However, the demands of time of this activity must, of course, be reasonable in terms of the principal's other responsibilities.

As in Option I, he is accountable through the administrative channels to the central Board, while being responsive to the local school community.

Under Option III, Shared Authority and Responsibility, the school community has chosen to assume some of the authority and responsibility for decisions made at the school level through a Local School Board. Therefore, the principal, like the central Superintendent,* has a dual accountability: (1) to the Local School Board for recommending sound school policies and regulations within central Board policies which will produce the best possible educational result within budgetary allocations and (2) to the central administration and central Board through the district superintendent for operating within central policies and regulations. The principal under Option III develops with staff and other advice, sound recommendations, presents and defends them to the Local School Board, and carries out the decisions of that board. In this, his role is like that of a Superintendent of Schools.

Under all options, it should be the responsibility of the principal in consultation with the school family to ensure coordinated planning and smooth transition of educational programs between grades within a school.

The primary role of the principal should be the supervision of the total program of instruction in his school. In this role, his special concerns should be the quality of instruction, the correlation between grade levels, and the sequential development of the entire school program.

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*The Superintendent is mainly accountable to the central Board of Education, but some of his duties and responsibilities stem directly from the State and he is directly accountable to the State for these.

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2. Role of School Staff

The Instructional Staff of the school is accountable to the principal for achieving the greatest educational result with the resources allotted. Increasingly, as authority and responsibility are delegated to the school level, the school staff will be involved in more responsible roles for determining the most effective means for achieving progress. Accountability for improving the results of the educational program in the individual classroom situation and school as a whole increases as teachers participate in the decision-making process. When a teacher is having difficulty, the professional staff shall share responsibility with the principal in finding ways to help.

Teachers should tailor methods and programs to meet student needs. Every attempt should be made by school administration and staff to structure the classroom program so that the teacher can sensitively respond to individual student needs. This recommendation suggests the need for restructuring and replanning of the classroom learning environment so that each student's needs can be approached on an individualized basis. It is recognized that teachers with large heterogeneous classes will have a particularly difficult time in providing individualized instruction and it is therefore proposed that the school administration provide all available support to teachers whose classroom situations may require special assistance.

3. Roles of the District Superintendent and Superintendent of Schools

The responsibility for achieving the greatest possible educational result within the district lies with the district superintendent. In effect, the district superintendent "is" the superintendent of schools; the district superintendent is an administrative and policy interpreting representative of the superintendent in a geographic area of the city. The district superintendent's position exists 1) to make central administration more directly reachable and less remote from the school communities in all areas of the city, 2) to facilitate and monitor progress toward the achievement of central Board of Education's broad goals and objectives by helping and advising principals to develop sound school plans and budgets and to review and approve them, 3) to assist in resolving problems at individual schools and among them, 4) to facilitate necessary curricular coordination in order that there shall be a smooth transition from school to school in a cluster, 5) to provide supervision for a team of specialized personnel available to help schools identify and achieve specific objectives, 6) to represent school and district interest at the central administration by participating on all major policy developing committees and by recommending improvements in centrally provided services such as research, purchasing, transportation, curriculum development, data processing, and food service for the purpose of making central administration responsive to school needs.

The district superintendent is accountable to the central administration and the principal is accountable to him to see that school plans, budgets, and operations are within the central Board's policies and regulations. Since, under Option III, the principal is accountable to the Local School Board for the wisdom of his recommendations and operating decisions, the district superintendent's accountability is diminished thereby. However, it is still incumbent upon him under Option III to suggest or recommend changes in plans or operating practices, which are in his view unwise.

Under Options I and II, the district superintendent's role and responsibility are increased since he may overrule plans or operating decisions which in his judgment are unwise.

The Superintendent of Schools and district superintendents should continue to exert strong leadership roles for the purpose of improving educational performance in the school system. The Superintendent shall continue to be accountable to the central Board for achieving educational progress in the system as a whole. Central administration should serve as a focal point to which the district and school unit may look for service, guidance, and direction, especially as these units begin to take on increasingly greater decision-making responsibility and authority. While it is important that individuals at the central administrative level be vitally concerned with the overall directions in which education programs of Philadelphia are going, it is also important that central administrators remember in providing leadership, that the school staffs have professional responsibility and accountability which entitle them to exercise independent judgment in their work.

B. CURRICULUM POLICY

1. Formulation and Review at System and District Levels

Periodically, the Superintendent should arrange for a committe representing the school community, district superintendents, and central administrators to review and recommend revisions of and additions to existing citywide curriculum policies and standards. Athletics, after-school activities, debating, dramatics, etc., should be subject to the same process of review as the regular academic curriculum.

The general process of educational program development is a complex, involved one. Educational program goals and priorities must be reviewed, revised and approved annually. Determinations should be made of the resources available for program development and what alternatives should be explored. Curriculum changes are continually being initiated, developed, reviewed, and revised. New or improved educational programs and projects are often subjected to field testing and analysis by the Research Division and approved or rejected. At the same time, es-

tablished educational programs may be modified or eliminated. It is the intent of this recommendation that representatives of the Philadelphia school community serve periodically on committees established by the Board of Education to review available resources and existing goals, objectives, and priorities and deal with the problems of establishing policies which will foster the creation of more interesting and less uniformly structured experiences that will be as productive as possible for each student. In setting school standards, two items are of particular importance: Special attention should be given to schools which are citywide such as vocational technical (Bok), academic (Central), and special (Widener) where particular city-wide priorities are reflected. Secondly, citywide standards must be flexible enough to permit variations within each school but uniform enough not to preclude students from realizing vocational and higher educational goals. When new programs are being considered, every effort should be made by the Board and administration at all levels to consider carefully whether sufficient funding will be available to carry a program on in subsequent years if it proves successful.

2. Formulation and Review at School Level

Following consideration from a systemwide and district perspective, policies and standards should be transmitted to and reviewed by individual schools. The principal may recommend the updating on a regular basis of existing school curriculum policies and regulations.

Functions at this level are similar to those at citywide level, but because schools are closer to the problems of specific areas of the city, more detailed suggestions directed towards improving the curricula of individual schools can be presented and considered.

3. Courses of Study

Determination of possible courses of study to be offered should be made at the individual school at all levels, provided that the basic requirements of the central Board of Education are met. An adequate level of resources to maintain and provide for the educational needs of all students must be assured.

The Commission believes that within state and School District guidelines and regulations, judgments about course offerings should be made at the individual school level. If, for example, it is decided the teaching of Spanish would be more helpful to students than the teaching of German (if both cannot be offered), the school's wishes should be considered. It should be understood that the central Board of Education will continue to determine the minimum basic courses of study of each grade level and that these must conform with state regulations. At present the Pennsylvania Public School Code sets general curriculum requirements based on

statewide standards and objectives. The Philadelphia Board of Education, in accordance with the Code, approves basic courses of study for the Philadelphia Public Schools and sees that those courses prescribed by the State Department of Education (formerly the Department of Public Instruction) are offered.

C. FINANCIAL POLICY

1. Allocation Policy Procedures

Annually, the Superintendent should arrange for a committee representing the school community, the district superintendents, and central administration to review and recommend revisions and additions to existing policies relating to the allocation of resources to the schools.

This recommendation is related to the basic methods and policy guidelines by which resources are granted to schools. It was concluded that there is often a lack of understanding of the reasons various budget decisions are made. Consequently, resentment may result when a given program cannot, because of a lack of resources, be supported to the degree interested parties believe important. The overall priorities of the school system may sometimes be in question. To increase understanding, it is important to increase the involvement of professionals and citizens in a discussion of the resources available to the public schools and the priorities that should be established in investing these resources. It is suggested that a periodic review of these policies and procedures might result in a more effective and equitable allocation, especially if both lay and professional points of view are considered.

Following consideration from a systemwide and district perspective, policies and regulations (including any additions and adjustments recommended) should be transmitted to and reviewed by individual schools. The principal, Advisory Committees, and Local School Boards may recommend revisions and additions to those policies and regulations, and if the allocation is felt to be inequitable, the principal may file an appeal with the district superintendent.

2. Planning and Budgeting at the School Level

Following the review of policies and regulations at the individual school level, the principal will develop a specific school plan and budget to be submitted to the district superintendent who shall compile all of the local school budgets in the district and develop a related district plan and budget to be submitted to central administration.

Following the review of policies and guidelines, the school should make specific allocations of funds to courses of study and other activities in order to realize the school objectives in the fullest possible way.

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3. Planning and Budgeting at the Systemwide Level

Annually, a committee representing the citywide school community should review the recommended operating budget after it is presented to the central Board.

After individual school district and administrative budgets have been prepared, it is necessary that these be reviewed by central administration and incorporated into a citywide School Board budget. This recommendation suggests that school-community participation be an integral part of the final step before central Board adoption.

4. Resource Decisions

At all levels in the preparation of the budget, heavy emphasis should be placed upon planning and allocating resources to achieve the greatest result in student educational achievement without lowering present achievement levels in any area or district. Goals and objectives on the one hand and budgetary decisions on the other must always be considered together.

Budgetary decision-making should be designed in such a way that the decisions reflect basic goals and objectives of the school system. The test of every decision should be the value of the result and whether or not there are alternatives which might give us greater benefit at the same cost or the same benefit at less cost. The further development of a mechanism for this purpose is a high priority.

5. Allocating Resources

Allocation of funds among programs which directly affect students should take into account need, equity, and effectiveness. Maximum available resources should be allocated to student learning activities. One of the problems in developing a budget for a school district is to decide how much money should be allotted to the various levels of education and the various subjects. For example, approximately $230 per pupil for kindergarten children and close to $750 for secondary students were spent in 1968-69. While it is impossible to cut back significantly at any level, it is essential that in the future, in line with systemwide goals and priorities, increases in funds be channeled toward programs which are relatively underfunded.

Allocation of resources to enabling or administrative service programs should be held to the minimum level required for the effective support and improvement of current and future educational operations. Allocation of resources for central administration services should be consistent with educational and public priorities for fulfilling the requirements necessitated by the goals of the school system and regulations stemming from law. It is important to keep these expenditures

to a minimum so that the maximum amount of funds will be available for expenditures that relate most directly to student learning.

6. Budget Reductions

When and if it is necessary, at the time the systemwide budget is adopted, or any time thereafter, to reduce the allocations to the schools,reductions shall be made with due regard for both the equity and productivity of the resources remaining in the schools and programs. Principals, district superintendents and any advisory committees or boards associated with them shall respond to reductions in allocation by revising school and district budgets consistent with general policies and regulations to come within prescribed totals.

7. Budget Administration

Where necessary, the district superintendent with the participation of the school community should be authorized to approve the reallocation of district and school funds as contained in the budget in accordance with central regulations.

This recommendation suggests general criteria which should be applied if budgetary changes are indicated after a budget has been adopted. It suggests the constraints that should apply if funds are to be reallocated and is intended to restrain arbitrary movement of funds.

It is not intended to limit an administrator's flexibility to move funds between classes of expenditures.

When reductions must be made for critical budgetary reasons or for significant enrollment decreases, citywide, tenured personnel may be separated in reverse order of employment (i.e., the last hired are first separated) but only after all non-tenured teachers' employment has been terminated.

Funds saved through careful management of resources in a school or district and not due to an error in allocation should be retained in that school or district and used to further school or district objectives within that fiscal year.

If the principal or district superintendent can save money in one category of expenditure by careful management, he should be able to spend it in another provided it is within the same administrative unit.

This does not mean that a school or district will receive or be charged for salary differences when the same position is filled by a higher or lower salaried

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individual. However, if the type of position is changed in accordance with a change in the staffing plan, then a school or district will be charged or credited with the difference in salary costs. This procedure is not intended to allow a principal to make staff changes that are contrary to Board policy (including the Union contract). Within these contexts, when a position is abolished and no other position exists within the school system for which the individual teacher is qualified, the Board should continue its practice of assuring the employment of a teacher until the close of the school year.

8. Long-Range Planning and Budgeting

The Board and administration in cooperation with the school community should develop a long-term operating plan and budget corresponding to the six-year capital plan.

This resolution suggests that it is necessary to develop an operational plan as a companion volume to the capital plan. In such a plan, an effort must be made to identify long-term goals and priorities, answer such questions as how many students may be expected at the various levels and types of schools, how vocational-technical education programs should be organized, what foreign language courses should be offered.

9. Capital Planning and Budgeting

The capital budget development process should start with the school community and include the participation of school communities at the individual school, district and systemwide levels. Participation in general policy and overall allocation questions as they relate to capital budget should be at the systemwide level; consideration of more specific issues should be at district and school level in concert with the school communities.

At present, the capital budget procedures do allow for a great deal of participation by community groups and individuals. This recommendation suggests that the general process for the operating budget recommended in this report be applied to capital budget planning as well.

D. PERSONNEL POLICY

1. Guidelines

Guidelines to regulate the number of certified candidates in a pool of eligibles and the utilization of the 5% provision of the Home Rule Charter should be

established by the central Board of Education. The Board should continue to make professional appointments under the 5% provision of the Home Rule Charter but only after establishing objectives, criteria and standards for such appointments. Similarly, the use by the Board of a pool of eligibles would allow more flexibility in fitting individuals to particular administrative jobs, but guidelines for regulating the number of eligible candidates in a "pool" must guard against unfair discrimination and violation of the Home Rule Charter.

2. Instructional Staff

a. Planning the School Staff

Long and short range staffing plans for a particular school shall be developed at the school level. The nature of a position to be filled, and any special qualifications required for that position, must be defined within budgetary limits and available resources. All qualifications for a particular position should be published prior to the filling of that position.

The guiding principle of this recommendation is the need to tailor staffs to the programmatic needs of each school. This would mean not only that a tradeoff could be made; for example, trading a position in health education for a reading teacher or vice versa, but also that particular qualifications within a category could be specified such as requesting a sixth grade elementary teacher with special competence in mathematics. Central office would have the job of finding such a teacher and guaranteeing that he meets the basic requirements of the school system.

Although it is important that decisions be made at the school level as to what positions are needed to meet the program requirements of each school, safeguards are necessary to insure that changes in staffing patterns can be adequately justified by the principal. Students must not be deprived of needed teaching services because of personality conflicts or to serve individual interests.

b. Selecting the School Staff

Selection of all school staff shall be made at the school level to the extent possible, given the ten-month contract of principals. To the extent that all legal and contractual and budgetary constraints allow, the principal will make the final decision on selection of staff, including teachers and administrative staff. It is recommended that the positions of lead custodian and lead secretary in the school should also be selected by the principal. In the case of key leadership positions such as team leaders, the appropriate school community groups should be consulted. Final decision must be subject to administrative procedures available to the applicants designed to prevent discrimination against an individual who is otherwise qualified by objective tests.

Because a particular professional position may involve special qualifications and responsibilities, principals should have the opportunity for a preliminary interview with applicants at the school location. During this interview, the special requirements of the position can be explained.

When there are teacher vacancies and it is humanly possible, sufficient time must be provided by central administration to consider the qualifications of individual applicants for the position. Interviews should be conducted privately by the principal with whatever help from the professional staff of the school he deems necessary. In the case of vacancies for key administrative leadership positions in the school, the appropriate school community group(s) should be consulted.

It is proposed that students be excluded from these discussions, not because their perceptions about the qualifications for specific positions are not of value, but because it is deemed inappropriate for students to be involved in discussions of particular individuals who may then become their teachers. At appropriate grade levels, it is hoped that students will be involved in general discussions of the requirements of positions to be filled.

Selection procedures for professional positions at the school level must assure confidence in their non-discriminatory character. As an additional safeguard, the Commission recommends that administrative procedures be available to applicants to insure that rejection of an individual can be justified. In the event of alleged discrimination, central administration should make the final determination on whether or not the rejection of an applicant was justified.

All school personnel while working in a particular school shall come under the authority and responsibility of the principal.

(1) <u>Recruitment and Selection of Teachers for Eligibility Lists</u>

The recruitment and selection of teachers for placement on an eligibility list should remain a function of the central administration.

Uniformity of standards is essential in order to assure equal opportunity for students throughout the school system. If local school districts or schools were permitted to recruit without regard to minimum requirements, some sections of the city might lose out in competition to others, especially if there were no controls on teacher placement such as those written into present teacher contracts. These controls, centrally maintained, are designed to improve racial and experiential balance of staffs, according to an agreed formula, and to equalize vacancy rates. Moreover, teacher mobility within the system would be limited if a teacher were hired according to the standards of one district but did not meet the

standards of another district or unit. It is intended that recruitment for the School District should be according to uniform standards which establish the basic criteria to be met by applicants for teaching positions. This recommendation does not preclude the establishment of special criteria for individual positions.

(2) Recruitment, Selection, and Conditions of Employment for Paraprofessionals

Paraprofessionals may be recruited locally by an objective procedure to be applied citywide. Paraprofessional employes should have all of the employment rights and protection of other non-professional employes.

In the past few years, there has been an increase of paraprofessional and non-professional jobs in the School District--jobs which relate directly to servicing children and supporting teachers in the schools, but which do not require college background. The roles played by these individuals are nonetheless integral and critical to school performance.

Some of the paraprofessionals such as School Community Coordinators and Project Get Set Day Care aides are already being examined and selected at the local level by professionals and community representatives. For some programs, applicants are required to come from the service area of the school or center.

Any such recruitment and selection should be objectively conducted on the basis of citywide standards to insure that all individuals have equal qualifications for these positions.

c. Evaluation

It should remain the principal's responsibility, with due consideration of the opinions informally and privately given by the school community, to determine if the teacher is satisfactory (or is making sufficient progress towards satisfactory performance). The principal's judgment should be forwarded to the next higher administrative head. In the event that the principal's judgment is that performance is unsatisfactory, procedures as outlined by contract and law would be in effect.

During a teacher's probationary period, if a principal believes it would be necessary and helpful, supportive services should be available so that the instructional program will not suffer.

The essential nature of a teacher evaluation process should be supportive, aimed at helping an individual teacher develop his capabilities and, as such, should be closely related to a program of staff development. Evaluation should be an effort designed to help any teacher, of whatever level of skill, to improve himself. To accomplish this goal requires thorough involvement of the teacher in the evaluation process; self-assessment becomes an integral part of the procedure. The process should be one of continual feedback and discussion, not of judicial review.

An individually-tailored process of staff development, a process which does not currently exist to any great degree in the school system, is essential. The role of parents, students and other persons in such a process should be informal, with parents providing feedback to teachers and anecdotal information to the principal. All such involvement should be supportive in nature as should the participation of other teachers whose insights might be particularly helpful to a colleague.

(1) Tenure of Teachers

Procedures as required by existing law for the granting of tenure shall remain in effect. Tenure laws protect a teacher's right to employment once the probationary period has been successfully completed. However, four semi-annual satisfactory ratings must be achieved before tenure is granted. It is essential, therefore, that this probationary period be used as constructively as possible to determine the qualifications of an individual for the teaching profession. The time provided should be sufficient for administrators to make wise decisions and to provide staff support to any teacher whose qualifications seem marginal but who may, with such support, become thoroughly qualified.

After tenure is granted, a teacher may be dismissed for such causes as incompetence, intemperance, or immorality. There are stringent laws regulating procedures for dismissal; and the School District must stand ready to prove its case.

When a position is abolished and no other position exists in the school system for which a teacher is qualified, the Board shall continue its practice of assuring the employment of the teacher in some useful capacity until the close of the school year except when reductions must be made for critical budgetary reasons or significant citywide enrollment decreases. Tenured personnel may only be separated in reverse order of employment (i.e., the last hired are first separated) and only after all non-tenured teachers' employment has been terminated.

3. Administrative Staff

a. Selection of the Superintendent of Schools

The Board of Education should appoint a Superintendent only after consultation with representatives of school communities. The Superintendent's contract should be renewed only after such consultation has again taken place.

The role of the Superintendent of Schools demands that the individual who is appointed to this position have the support of the people he must serve. It is therefore suggested that the Board of Education seek the advice and suggestions of representative school communities throughout the city before making the appointment, and before renewing the contract of an individual already holding the position. The Board should have the responsibility of selecting representative groups throughout the city with whom to consult on the selection of a Superintendent or renewal of his contract. However, the Commission emphasizes that the Board's period of consultation does not have to be a protracted one, nor does it have to be one in which every school community member or group must be contacted.

b. Selection of Deputy, Associate, and District Superintendents

Deputy, associate, and district superintendents and officers reporting directly to the Superintendent should be appointed by the Board of Education upon recommendation of the Superintendent and serve at the will of the Superintendent and the Board of Education. The district superintendent should be appointed by the Board of Education after an examination from among qualified candidates and upon the recommendation of the Superintendent--after representatives of the school community in a district in which the individual will serve have been consulted by the Superintendent.

Under State Law and the Education Supplement to the Home Rule Charter, all administrative appointments must be made by competitive examination with the exception of district, associate and deputy superintendents and those individuals appointed under the 5% provision of the Charter.

In order to assure that the Superintendent can discharge his duties effectively, he must have the freedom of selecting his closest associates. The Commission believes the present practice of appointment should be continued for district, deputy, and associate superintendents. Appointments in all cases should be made by the Board upon the recommendation of the Superintendent.

The Commission believes it is particularly important that the school community should be involved in the selection of the qualified individual who will serve as district superintendent. Since the work of the district superintendent encompasses the broader business and other community interests, it is important that these interests be enabled to make an input in the selection of a district superintendent.

c. Selection of Supervisory and Administrative Personnel

Supervisory and administrative professional employes up to and including the rank of director shall be appointed from a pool of eligibles. Within the guidelines and limitations established by the Home Rule Charter and the central Board of Education, supervisory and administrative professional personnel should be able to qualify for appointment on the basis of a competitive examination. The term "pool of eligibles" is used in the belief that it would allow more flexibility in fitting individuals to particular administrative jobs.

d. Selection of a Principal

With the exception of appointments made under the 5% rule of the Home Rule Charter, the selection of an individual to be principal of a particular school will be from a pool of eligibles.

When there is a principal vacancy at a particular school or a new school is to be opened, the Superintendent should make the assignment from a pool of eligibles upon recommendation of the district superintendent who will have consulted with the appropriate school parties. While it is not intended that a popularity poll should be conducted to determine who should be appointed, the Commission feels that it is important to appoint a person who will be able to work well with the school staff and community. When a vacancy occurs in the principalship of a particular school, the vacancy will be publicized and interested qualified persons may apply.

e. Evaluating Administrators on the Basis of Performance

Administrators should be recognized for developing programs that result in improved student performance or greater efficiency or effectiveness in School District operations. No program can be justified that does not result in benefits for students; procedures of a school system are irrelevant if they do not support this objective. An administrator should be judged primarily upon the results he achieves. Of particular concern are such factors as performance in reading, mathematics, trade skills, the holding power of a school, postgraduate training and education, and higher employment rates with opportunities for upward movement.

Central administration should make a continuing effort to reduce or eliminate unnecessary, detailed procedural limitations on schools, districts and offices in order to free energy and imagination for the task of improving performance.

This recommendation implies the need for comprehensive review of existing regulations and procedures with a view toward eliminating all but the most essential.

V. MISCELLANEOUS RECOMMENDATIONS

A. FACULTY MEETINGS

It is recommended that faculty meetings be used primarily for planning the improvement of educational programs and student performance. Periodically, the faculty meetings should include the school community.

Faculty meetings provide teachers and principal with the opportunity to discuss ideas and problems unique to their school and exchange thoughts on new educational programs. The time spent in these meetings should be directed toward constructive educational planning. These meetings are important to the teachers and principal because they affect the principal-faculty relationship and the educational programs of the school. This recommendation suggests, however, that other members of the school community; namely, students and parents, can and should have the opportunity to make valuable inputs to overall educational planning for the school at faculty meetings.

B. STUDENT MALNUTRITION

The central Board of Education should provide an adequate student feeding program so that no child will be required to learn while hungry. This should include morning and noon meals where necessary. Many students are failing or performing well below their potential because they are hungry. This Resolution suggests that the Board of Education must take responsibility for feeding children when the family or other local agency cannot fulfill this basic obligation to the student. Students must be adequately fed before they can learn.

C. STUDENT DYSFUNCTION

In cases of serious dysfunction indicating either learning disability or behavior problems, pupils should have the benefit of psychological or psychiatric evaluation. Regardless of the age of the pupils, treatment should be recommended and, where necessary, undertaken by the school system in cooperation with the appropriate public and private agencies as soon as the condition is reported. Parental involvement should be sought immediately and maintained throughout the process of analysis and correction.

Present practices result in long delays, unrealistic prescription for problems and little real help for many students who desperately need it with the resultant disruption of classes, causing serious learning problems for all children in these classes. Complex overlapping procedures should be modified and simplified so that the student with serious problems can receive concrete help early in his academic career. It is especially important that qualified personnel, knowledgeable in the

behavioral characteristics of Spanish-speaking children, be assigned to schools with Spanish-speaking populations to help identify pupils with learning and/or behavior problems and recommend remediation.

D. TRAINING FOR BUDGET PREPARATION

All district superintendents and principals and those members of the school community who will be or who wish to be involved in budget planning should receive adequate training in financial planning and educational goal-setting and the importance of relating one to the other.

Principals and district superintendents and those members of the school community who will be participating in the budget development process will, of course, have to be trained for the kind of role implied in these recommendations.

E. REVIEW OF TEACHER EXAMINATIONS AND EXAMINATION PROCEDURES

Provisions should be made for a periodic review by the administration and the school community of entry examination procedures with a view toward constantly upgrading the quality and competency of professional employes. Results of this review should be made available to the public upon request. It is the general feeling of the Commission that there is a need for a reappraisal of the examination procedures by which teachers are screened for employment by The School District of Philadelphia. It is recognized that tests can most accurately demonstrate competency in a particular field, but as far as is known, predicting whether or not an individual will be a successful teacher cannot be nearly as accurate or objective.

Examination procedures should include testing for teacher acquaintance with urban problems and aspects of urban culture and Afro-American history, minority histories, and cultures. An urban educational system has special needs and unique problems which require particular responses and skills. Teachers must be able to demonstrate an acquaintance with these problems and with the cultures and backgrounds of the children and families with whom they will interact. It is hoped that such acquaintance will facilitate personal and working relationships within the school community.

F. TEACHER TRAINING

Necessary steps should be taken to arrange for the joint appointment of university and School District personnel for the purposes of improving pre-service and in-service training of teachers.

Joint appointment means that persons have status as employes both of the School District and a college or university, drawing partial salary from each. Current university efforts to prepare teachers for urban school districts, or provide in-service support for such teachers, are often hampered both by lack of knowledge of urban schools and their needs on the part of university faculty, and a lack of sufficient communication between School District and university personnel. Joint appointments are seen as a way to alleviate both problems and help build a system of support, particularly for new teachers.

G. TEACHER ORIENTATION

Subject to guidelines established by the Board of Education, a comprehensive orientation program for all regular and substitute teachers new to the system should be instituted and should include:

(a) Presentations by pediatricians, psychiatrists, psychologists, and psychiatric social workers explaining and describing what constitutes "normal behavior" (developmental psychology) and serious behavior dysfunction

(b) Workshops in classroom management given by experienced, successful teachers

(c) Workshops in human relations, minority histories and cultures, with the participation of school community

(d) The use of team leaders, department heads, etc., to help new teachers in all schools

(e) An evaluation program involving teachers who have participated in the orientation program sometime before the end of their first year's experience in the school system

While the items listed above for a teacher orientation program are not all inclusive, it is important that they receive considerable emphasis in the program. How to manage a classroom most effectively is one of the problems which frequently causes concern with new teachers. Since teacher behavior can affect how students behave, successful teachers should be used to help new teachers examine their strengths and weaknesses and develop ways of creating a healthy classroom atmosphere in which students will want to learn.

Being able to understand and relate positively to the school community is another area of concern both to teachers and parents. For this reason, workshops involving the school community should be conducted in the areas of human relations, minority histories and cultures.

Feedback on the effectiveness of the orientation program is essential.

H. TEACHER TRAINING PROGRAMS

The School District should specify certain preconditions for cooperation between the teacher training institutions and the School District in the drastic revision of student teaching and teacher preparation programs which must include the following:

(a) A re-evaluation of student teaching experience with the view toward increasing the period to a minimum of one year

(b) Methods courses for teacher-in-training should be conducted in the public schools as well as in the colleges and universities

(c) Colleges and universities should be helped to plan their programs in cooperation with the public schools in order to meet more adequately the needs of urban students

(d) There must be more careful evaluation of student teachers by supervisors from the training institutions and the principals of the schools involved in the program

(e) In-service courses and courses in team teaching and other new teaching methods should be available to all cooperating and student teachers

(f) Better communication must be established between colleges of education and cooperating teachers

(g) Team leaders should be used to help new teachers in all schools

(h) Colleges and universities should be helped in planning recruitment programs in order to attract more students of minority groups to the teaching profession

The student teaching programs in the Philadelphia public schools must be reviewed and revised in cooperation with the Board of Education. Present programs for student teachers do not adequately equip students to work in urban schools.

Since these students are placed in the Philadelphia schools, the Board of Education must establish definite preconditions based on the needs of an urban system for accepting the students who will participate in the program and see that these preconditions are met.

In addition to academic excellence, background experience, and information about the urban setting, ability and willingness to work with parents and community are extremely important in any student teacher program.

I. CURRICULUM INFORMATION EXCHANGE

The central administration shall have primary responsibility for developing and disseminating curriculum information.

J. INFUSION OF MINORITY CULTURAL PERSPECTIVES INTO EDUCATIONAL PROGRAMS

There should be an infusion of black and other minority group history, literature, art, language, and music into all areas of curriculum at all levels.

The contributions made by minorities in this country have been seriously ignored in the curricula of the schools. Not only must these omissions be corrected as they relate to black history and cultural influence, but the contributions of all minorities (Puerto Rican, Oriental, American Indian, etc.) must be recognized and encompassed in the regular course offerings in history, literature, art, music, language, and other fields of study. Bilingual education offerings should be available beginning in early childhood programs and carefully articulated throughout the grades. Curriculum committees should be concerned with seeking ways of highlighting the plurality of linguistic and cultural backgrounds in our society and showing the contributions of members of various cultures to world and American civilization.

K. STUDY OF MALNUTRITION

Instruction on the effects of malnutrition and hunger should be included at all levels in science and/or health education.

Students, teachers and administrators and all other employes of the school system must be made aware of the fact that a majority of the peoples of the world, and even a significant proportion of the citizens of the United States, are not well fed. Untold numbers of American children grow up unable to learn because they live with ever-present hunger and because malnutrition damages them physically and mentally. No student can be properly prepared for citizenship without knowledge of this problem.

L. CONCEPT OF RACE

Instruction on the question of race shall be included in the curriculum.

This resolution is intended to focus upon the need for greater knowledge of questions surrounding the concept of race. Too few students are aware that there are no basic biological differences among human beings.

M. EARLY CHILDHOOD EDUCATION

Get Set Day Care, Kindergarten, Child Care, and other early childhood programs should be incorporated into the framework of the school organization and provisions should be made to provide these opportunities for handicapped children. The most capable certified teachers versed in an understanding of early childhood development should be assigned within the school and/or from Central Administration to teach children in the earliest stages of their school experience.

At present, early childhood education is the least articulated program in the system. In part, this is the result of the newness of many of the elements (Get Set Day Care especially) and in part because of different funding sources and the constraints imposed by them. It is proposed that these classes be included in the school organization and that every effort be made to develop a continuous and progressive experience for each child according to his needs and abilities.

Early childhood years are crucial in a child's school experience. The second part of this recommendation suggests that the more experienced, talented teachers be assigned to these programs to insure that the children's initial contacts with the educational process are well directed and as successful as possible. In schools with Spanish-speaking children it is especially important that, wherever possible, bilingual teachers be assigned to these grades.

N. BASIC SKILLS

A greater emphais should be placed on mastering the basic skills in the elementary schools, especially in the primary years with the understanding that an intensive program of instruction in the basic skills should be provided for students who need this service.

The ability to read, write, and do simple arithmetic is essential to independent functioning by an individual in an urban society. Reading, writing, and mathematics are three areas in which large numbers of students are failing at all levels. A concentration on these subjects in the elementary schools should help students achieve greater success in higher grades.

While the basic skills should receive much more emphasis and attention in the early years of a child's education, there must also be a constant effort to maintain a balanced curriculum so as not to deprive students of acquaintance with other important areas of study.

O. HELPING STUDENTS TO THINK INDEPENDENTLY

Greater emphasis should be placed on developing each student's ability to think clearly and independently, and to communicate effectively.

The role of education is to help the student relate what he is learning to the problems of his life. The mere acquisition of knowledge and skills is not an education. Therefore, students should be taught by the discovery method, which is an inquiry approach to learning. It involves the development of skills of inference, organization, judgment, prediction, and relationship. With this approach to learning, students learn to think independently, relate what they learn to their everyday experiences, and develop a sense of their own personal worth.

APPENDIX A

INDIVIDUAL STATEMENTS BY COMMISSION MEMBERS

I. RABBI HENRY COHEN

This minority report does accept the principle of shared authority and responsibility as a concept that should have a place within the Philadelphia School system. A re-distribution of power is overdue, because some groups, particularly in the black community, have been denied the degree of control of their own destinies that others have long had. Furthermore, the argument that increased local authority will, through greater community involvement, lead to more effective education should be tested. Some are convinced that, whoever controls the schools, no appreciable gain in student achievement will take place until education is placed much higher on the list of the nation's priorities. Others respond that when the local community will have more authority, the school will be more responsive to its needs and increased learning will take place. Whichever view is correct, we owe it to our children to discover whether or not shared authority will make for more effective education.

However, in devising a specific proposal, the problems that may arise from shared authority should be taken into account. Some claim that zealous groups, not necessarily reflecting the community could through aggressive tactics, take over a local board and act in ways that would threaten competent teachers and administrators, so demoralizing members of the educational profession that large numbers of talented personnel would no longer wish to risk their careers in the urban schools. Proponents of shared authority reply that parents are interested in quality education, not power politics. Still, because of confrontations that have arisen between parents and educators when shared authority has been attempted, the fears of teachers and administrators will remain until experience proves otherwise.

In view of past conflicts and present tensions, the Board of Education should adopt a program that would minimize rather than maximize the opportunities for serious social disruption. The plan proposed by the majority of the Commission maximizes these opportunities and may well be an invitation to chaos. As school communities, naturally desiring more authority, will tend to move toward the third option of shared authority, this movement could eventually create more than two hundred powder-kegs, any one of which might set off a damaging social explosion.

A more reasonable approach would be to establish twenty-four demonstration school communities which would choose to set up local boards as described in the third option of the Commission's report. The method of selecting the schools should take into account the desires of the community and should assure racial diversity. The selected schools would be observed by a team of independent and impartial social scientists and compared with control groups (school communities which choose options one and two) with regard to such items as parental involvement, student motivation, educational achievement; quality of teaching; parent-staff relations; and

whatever other criteria might indicate the success or failure of the experiment. After the time allotted (one or two years), the Board of Education should then decide whether the experience has warranted the expansion of shared authority (as described in option three) to all those school communities which would choose it, or whether some other form of organization would be more desirable: e.g., shared power on the district or "cluster" level or local advisory committees.

There are undoubtedly problems with demonstration school communities. Being in the public eye, they could become the focal point for conflicts between competing factions. However, if tensions are so high that this kind of experimentation is impossible, then surely to facilitate the establishment of more than two hundred local school boards would be to court disaster. No plan is without some risk. It would seem that a limited but significant number of demonstration schools carefully to be observed and evaluated is a program that offers more potential gain and less potential danger for the schools of Philadelphia than does the majority report of the Commission.

II. MISS PEARL J. CROSBY

June 11, 1970

Dear Mrs. Greenfield:

I wish to co-sign on the six statements circled in red and followed by my signature on the enclosed copy. I wish to co-sign on the one statement circled in red and followed by my signature on the enclosed copy.

Yours very truly,

Pearl J. Crosby

[See pages 68-69.]

Reference	Comment
pg. 11	Visitation to classes would, of course, require the agreement of the teachers. Too frequent visitation could seriously hamper learning. Untrained observers can easily arrive at false conclusions.
pg. 11	The proposals here for school staffing invite the introduction of crude political patronage into the selection of professional personnel. Objective standards will not be maintained. Already we have observed discriminatory practices where "community" pressures have been exerted on principals engaged in school staffing.
pg. 16	This proposal will produce a double standard in selection. Some applicants will be exposed to the principal's interviews but most will not because many principals are not available when a large number of teachers are appointed. The proposal for selecting persons for promotional positions will open the door to serious abuse.
pages 47-48	The budget recommendations here clearly indicate the intention of the drafters of the Report to permit the dismissal of teachers from their teaching positions during the course of the school year. This practice would be contrary to the spirit of the tenure law and could be the cause of serious disputes or confrontations in the communities.
pages 49-50	The recommendations on selecting school staff will be the cause of constant confusion, variant practices and serious conflict. They also contradict the provisions of the union contracts with respect to secretaries and custodians. Many principals are not available during the period of greatest hiring activity. If discrimination in filling a position is charged, months could elapse before an adjudication is completed.
pg. 52	It is not the present practice to abolish teaching and other professional positions during the school year. Serious injustices are being invited by including in the text references to the possibility of arbitrarily dropping positions at any time.

Reference	Comment
pg. 34 Section III Part II, A	While we strongly endorse the concept of an elected Board of Education, we have reservations regarding how the "equally apportioned districts" will be constituted. We believe the districts must be definitely outlined before we ask anyone to approve the concept. For example, this document does not spell out if such equal apportionment should be based on geographical area or population or whether the lines of demarcation should follow present councilmanic or school district boundaries.

III. MRS. DAVID Q. EWING

Reference	Comment
pg. 8 Option III	I strongly object to the inclusion of Option 3. It was overwhelmingly evident to me, as District Representative on the Commission, that the South Philadelphia community in both the spring and winter forums, did not approve local school boards. It is a matter of record that they were almost unanimously opposed to having them. The records will also show that this feeling was generally expressed throughout the city, or so it was reported at the time. It would appear that this Option 3 was inserted by the Staff for the Draft Report, contrary to the feelings expressed by the respective forums. The vote to accept Option 3 of the report, constructed by the Staff and diverging widely from the Interim Report was carried by a vote of 15 for, 11 against, 1 abstention. Less than 1/4 of the total commission of 64 members were present. The vote was carried by a margin of 4. Six of those voting for inclusion of Option 3 were top administrators working for the School District. They voted under the scrutiny of the Superintendent of Schools whose views were made manifest in no uncertain terms.
pg. 19	The entire Option 3 should be deleted from the report.
pages 34-35	I am opposed to an elected Central Board of Education. At the Forums I attended, an overwhelming majority felt that the present system of selecting School Board members should be retained. Otherwise, the Board would become a political football.

IV. MRS. BERNARD FEATHERMAN

Reference	Comment
pg. 14	This option is meaningless. It offers parents even less rights than they have now, by making all power of the body dependent on the discretion of the principal.
pg. 32	A person should not be considered a parent, unless his child is presently attending the school in question.
pages 34-35	There must be an elected school board chosen by the people in direct election. No intermediate step or shield should stand between the election and candidate. It is tyrannical to maintain a group that is presumed more qualified to select representatives of the people. The people elect the Mayor and the Governor. Surely they can be trusted to elect a school board.
pg. 8	The multiple option approach may lead to separatism, fractionalization, and a breakdown of city-wide standards. It could help keep the poor and the weak poor and weak. In spite of this, in spite of many flaws within the report, and in spite of the fact that the options are not truly options (the only real choice is whether or not to immediately select Option 3) the options must be presented. We are faced with a serious loss of confidence in our institutions on the part of many people. The time has come for the people to be involved in the processes which affect them and their children. The citizens, because they support them and especially the parents, because they entrust their children to them, have the right and the obligation to oversee the schools.

I support the report, in spite of its weaknesses, for the following reasons:

1. People must participate in making more of the decisions which affect them.

2. Public employees must SERVE the people. These proposals help to establish an awareness of the citizen as an employer of school personnel.

3. One community should not impose methods which serve its needs on other communities whose needs may be different. One set of adults should not totally prescribe or proscribe for any other set of adults, the conditions under which they shall participate in government.

Reference	Comment
pg. 49	**All of the foregoing presupposes that protection of an individual's rights to agree with or to protest decisions shall not abridged. Decentralization or no, we cannot afford either a tyrannical minority or a tyrannical majority, ideologically, or on any other basis.**

V. MISS LEAH GASKIN

(Statement will be forthcoming at public hearing.)

VI. MRS. ROBERT J. HUMBERT

Comment

To the Commission:

I would like to see the third option dropped from the report, since I cannot honestly say that the majority of the parents I talked to ask for or want this type of control.

I also noticed that nowhere in the report was the cost of setting up this option. Serious thought should be given to this due to the crisis now facing our system.

I can live with the report as revised though it reads more like a "Staff Report" rather than the work of the Commission.

VII. MR. BENJAMIN J. KAPLAN

May 28, 1970

TO: Commission on Decentralization and Community Participation

FROM: Benjamin J. Kaplan, Commission Member

RE: Personal Comments about the May 1970 Draft Report

I support, in general, this draft report and recommend its submission to the Board of Education.

I must raise the following questions which, I believe, the report fails to answer either fully, or in part.

1. The report is entitled, or sub-titled "A Multiple Option Approach to School Community Participation." I believe this is incorrect, for with the possible granting of option 3, it would seem that no school would consider accepting options 1 or 2. Therefore, any school which would exercise an option under this report would obviously exercise option 3. Therefore, this report, for all practical purposes, does not present a multiple option approach.

2. No place in the report has any attempt been made to spell out the vast costs involved in implementing any or many segments of this report. In times of financial crisis for our school district, the cost of doing any or many of these things must be a very vital and practical consideration. Can we afford, at present, to allocate any of our very scarce funds for decentralization?

3. Before any segment or segments of this report are adopted by the Board of Education, many rights, duties, and privileges of local boards, and other individuals and groups must be fully, carefully, and specifically spelled out. Nowhere in this report does such a spelling-out appear at the present time.

VIII. MRS. DAVID KLYMAN

Reference	Comment
pages 19j, 24j	Busing should be delegated solely to the Central Board to foster integration and prevent polarization.
pg. 29c	Except for ruling by the Central Board - time limit of 2 years trial and evaluation should be set to prevent constant upheavel.
pages 43-48	Specialists in Budget and Curriculum should be taken out of the Administration Building and located at the District level.
pg. 60	Why Malnutrition singled out as a study? I would strongly suggest the study of Ecology, Human Rights, Civil Liberties and Political Structure, (its powers and uses from Ward politics on upward).
	In essence, I can accept the report.

IX. MR. DANIEL J. MC GINLEY

May 31, 1970

Dear Mrs. Greenfield:

The establishment of cooperative community relationships is one of the missions of the Philadelphia Principals Association. After eighteen (18) months of study and discussion, I believe this is a mission we share with all of the members of the Decentralization Commission. I feel that one of the recommendations of the Multiple Option Approach to School Community Participation will, if adopted, make the attainment of cooperative community relationships an impossibility, and at the same time seriously impede the attainment of better educational opportunities for all children.

I support the concept of involving the school community to the extent in the selection of the school staff. I feel, however, the role in the selection of a principal of the local school board as spelled out on pages 21 and 22 of the report under the "Shared Authority and Responsibility" model cannot work. There is need for a guiding set of principles to direct activities in the very crucial area of the selection and assignment of principals.

While screening of principals by community groups may be an important first step in building strong school-community relations, it is a practice that is fraught with danger. At the present time, community screening committees to nominate principals are being used in various sections of the city and with different degrees of authority. These committees recommend principals for schools in their areas without considering the impact their selection may have upon other schools and communities located in different sections of the city. Furthermore, career ladders and lateral transfers are rarely factors which are evaluated by community screening committees when they are engaged in the process of nominating a new educational leader.

In addition to the foregoing reasons, I oppose the recommendations contained on pages 21 and 22 because they:

1. Are Administratively Impractical - At the present time, it is anticipated there will be thirty to forty changes in principalships between now and September. It would be virtually impossible to follow the procedures recommended here in each of these cases. It would be very unfair, if not dishonest, to follow them in selected cases only.

2. Disregard The Career Ladder Concept - The Career Ladder Concept provides that principals drawn from the eligibility list are usually assigned to smaller less complex schools where they gain additional experience and have the opportunity to further refine their skills. Since our system is committed to the career ladder concept, principals are offered the opportunity of applying for more challenging, more complex assignments as they occur. Consequently, as principalship vacancies arise in our larger, more complex school organizations, they are circularized by the Associate Superintendent for Field Operations. Interested candidates apply for these vacancies through the Associate Superintendent for Field Operations and the superintendent of the district in which the vacancy has occurred. Concurrent with this practice, the district superintendent meets with the school family to formulate criteria for the impending principalship vacancy. In addition, the superintendents of other administrative districts nominate candidates for the vacancy and encourage experienced principals to apply for the opportunity.

3. Diminish greatly the Role of the District Superintendent - Under the proposed plan, the role of the district superintendent in the selection of the principal is barely recognizable. This does not seem very consistent with the concept of increased accountability for district superintendents. Instead, the accountability for a wise choice of principal that should rest very squarely with this very visible professional is being transferred to an entire board.

4. Place the Superintendent in an Untenable Position - This document gives the local board an opportunity to make a final decision on a principal subject only to the approval of the Superintendent and Central Board. If the Superintendent, on the basis of private, personal information that is not and should not be shared with a local board, does not approve the local board's choice, will he be able to justify this without irrevocably damaging the individual involved?

With these considerations in mind, I recommend that a separate procedure be stablished for the involvement of the community at the Elementary and Secondary evels. I recommend the following:

A. Elementary Level - The School family of individual schools may assist the district superintendent in formulating criteria for the selection of a principal when vacancies arise. There should be no physical screening of candidates by the school family at this level.

B. Secondary Schools - Until formal examination procedures are developed for principalships at these levels, I feel:

1. The school family may assist the district superintendent in formulating criteria for the selection of a principal.

2. The school may be involved in the physical screening of candidates for a vacant position.

X. MR. JOSEPH L. MONTE

Reference	Comment
pages 19-20	Option 3 should be deleted because: 1. It does not reflect the expression of the people at forums I attended in May and December. 2. It would create confusion and chaos. 3. It would increase the cost of operating the school system. 4. It would permit decision making by non-professionals in matters that should be determined by qualified professionals.
pages 34-35	The Central Board of Education should be appointed. This method is not perfect but is superior to the Elective one. The appointive system would be less political and would place the responsibility squarely on the Mayor. While many people would accept an appointment to the Board as a civic duty they would not choose to compete in an election. Thus many desirable persons would be eliminated. The elective system would eventually prove costlier to the city because it would be compelled in short order to pay board members.

XI. MRS. ROBERT MYERS

Reference	Comment
pages 34-35	I feel that the present standard of selection of the Board of Education should be retained although I do not fully agree with its present form of selection of its members. I do not feel that an elected board would be fairly chosen, because of the inability of the people to go out to vote.

XII. JOINT STATEMENT BY CELIA PINCUS, JOHN A. RYAN, FRANK SULLIVAN, SONYA RICHMAN

Reference	Comment
pg. 1	The Commission did not recommend the Report. The vote was "to submit the Report" and was carried by about 20 aye votes out of a possible 64. A majority of the 64 members were absent at the final meeting.
pg. 11	Visitation to classes would, of course, require the agreement of the teachers. Too frequent visitation could seriously hamper learning. Untrained observers can easily arrive at false conclusions.
pg. 11	The proposals here for school staffing invite the introduction of crude political patronage into the selection of professional personnel. Objective standards will not be maintained. Already we have observed discriminatory practices where "community" pressures have been exerted on principals engaged in school staffing.
pages 12-13	The "pool of eligibles" and the 5 per cent exemption have been the means of eliminating objectivity in the process of selecting and promoting school personnel. They are not part of a "scientific and objective" plan for personnel selection. Such a plan has never been created although it is required by Section 12-308 of the Educational Supplement of the Home Rule Charter. This evasion of the Charter permits a patronage approach to filling vacancies.
pg. 16	See comment above on visitation (p. 11).
pg. 16	This proposal will produce a double standard in selection. Some applicants will be exposed to the principal's interviews but most will not because many principals are not available when a large number of teachers are appointed. The proposal for selecting persons for promotional positions will open the door to serious abuse.
pg. 17	The proposal in consultation with the Advisory Committee on staff evaluation is an invitation to the harassment of teachers and even of school administrators by self appointed "community leaders" who have some special axe to grind or who are intent on operating the schools on a political basis or for purposes of patronage. The evaluation of teachers and other professionals will be subject to challenge by means of legal procedures.

Reference	Comment
pages 19-24	The Philadelphia Federation of Teachers staff members and other teachers were present at every one of the cluster meetings held in December 1969, to permit the public to make representations to members of the Commission on Decentralization. Four teacher members of the Commission were present at about 25 of the meetings with almost no overlapping. It was clear to the teachers that interest in the kind of community involvement projected in Option III of the Report did not exist then and there is no indication that it exists now. Attendance at the cluster meetings was very small. There has been no public clamor for the issuance of this Report in the last half year. Option III did not appear as a proposal from any members of the Commission. It was the product of the Commission staff working under the Superintendent's direction. Attendance at the Commission meetings since January was very sparse and the 15 aye votes that retained Option III in the Report represented less than a fourth of the total membership. We regret that despite public indifference to the work of the Commission and the opposition to community control expressed in the cluster meetings of May and December, a plan to permit the Philadelphia School Board to abdicate its responsibilities to almost 300 school boards is now seriously being offered.
pages 47-48	The budget recommendations here clearly indicate the intention of the drafters of the Report to permit the dismissal of teachers from their teaching positions during the course of the school year. This practice would be contrary to the spirit of the tenure law and could be the cause of serious disputes or confrontations in the communities.
pg. 49	Objections to the 5% exemption and to the use of a "pool of eligibles" have been noted above. They are an invitation to favoritism and patronage practices.
pages 49-50	The recommendations on selecting school staff will be the cause of constant confusion, variant practices and serious conflict. They also contradict the provisions of the union contracts with respect to secretaries and custodians. Many principals are not available during the period of greatest hiring activity. If discrimination in filling a position is charged, months could elapse before an adjudication is completed.

Reference	Comment
pg. 52	**It is not the present practice to abolish teaching and other professional positions during the school year. Serious injustices are being invited by including in the text references to the possibility of arbitrarily dropping positions at any time.**

XIII. MRS. A . SHERWOOD PLATT

Reference	Comment
pg. 7	General Conclusions "the Commission concluded that the Citizens of Philadelphia strongly desire increased." etc. This was not the case in every forum that was held, but it was the case in some.
pg. 4	First sentence "The education process..." etc. is not our responsibility to comment on. Our job was decentralization, not a criticism of education in Philadelphia. Any such references are unnecessary.

XIV. JOINT STATEMENT BY MRS. HILDA SLOSBERG AND MRS. JOHN MAGIERA

Reference	Comment
pg. 4 par. 3	We believe we should be candid with the public and have the courage to admit that our recommendations will raise the cost of operating the school system at a time when this Board is already faced with making drastic cuts in programs and personnel. However, we would hope that by bringing parent and community participation closer to the decision-making process, the public would (1) more willingly support additional taxation; (2) more actively try to secure additional funds; (3) improve the climate of the schools; (4) provide more effective learning opportunities for all children.
pg. 7, B pg. 8	Regarding the 3 options offered, we think there is, in effect, only one choice, the third, since we believe few people would be willing to accept less power and/or involvement than anyone in any other area of the city.
pg. 14; 3a pg. 20; 3a,b	We believe it is advisable for a maximum exchange of information to take place between middle and senior high schools and their feeder schools. Therefore, we recommend that each upper school have representation on its board from the lower schools and vice versa, not necessarily with full voting rights.
pg. 34; Section III, part II, A	While we strongly endorse the concept of an elected Board of Education, we have reservations regarding how the "equally apportioned districts" will be constituted. We believe the districts must be definitely outlined before we ask anyone to approve the concept. For example, this document does not spell out if such equal apportionment should be based on geographical area or population or whether the lines of demarcation should follow present councilmanic or school district boundaries.
pg. 46; C5 pg. 47; C6	We believe that when budget allocations are made on a system-wide basis, there should be due regard for the needs of all children in every district and that in striving for equity no attempt should be made to lower present achievement levels of any district or school. We feel that Philadelphia schools must compete with neighboring suburban schools and must meet the needs of gifted children as well as the needs of deprived children. Otherwise, Philadelphia will be unable to attract industry and its personnel, whose first concern is usually the quality of the school system their children

Reference	Comment
	will attend. We must also realize that if there is an exodus from this city, there can only result a total lowering of quality education, resegregation of city schools, and failure to reach our goal of helping every child to reach his full potential.
pg. 23 par. 2 (e-1-)	While we believe local school boards should be encouraged to seek and accept grants from outside sources, we believe there should be Central Board monitoring of the strings attached to such grants and how the money is used. Also, this document is not clear in how such grants will affect system-wide budget allocations.
pg. 19j pg. 24j	Where busing decisions are made at the system-wide level, this document does not make clear which district (i.e. sending or receiving district) shall be charged with the cost of such transportation or which district will be charged from their allocations with supplying teachers and supplies for these children. This document is not clear on how to handle a situation where the incoming children do not have the prerequisities to share in the receiving school's offerings.
pg. 56; V, B	The Central Board of Education should provide leadership in obtaining special funds for an adequate student feeding program so that no child will be required to learn while hungry. We feel that under present inadequate funds for education, the Board must be primarily responsible for providing education not food, although it must exercise every effort, especially in concert with other agencies, to obtain food for hungry children where necessary.
pg. 58; G (c)	Community people will not be permitted to abuse in words or actions, those who take part in workshops.
	ADDITIONAL COMMENT FROM: MRS. JOHN MAGIERA
pg. 8	I am not convinced that the concept of "Local School Boards" is the answer to the problems facing our School System; however, if this concept is approved, I believe "Local School Boards" would be more workable in a "Cluster" situation as opposed to the possibility of each school having a "School Board". For example, a "Local School Board" would govern schools in a designated feeding pattern area.

XV. JOINT STATEMENT BY MRS. WILLIAM SCHOBERT AND BARRY B.WOHLMAN, ESQ.

A Dissent from Option 3

I must regretfully dissent from the recommendations of the Report of the Commission on Decentralization and Community Participation which can only result in the creation of 284 local school boards within the School District of Philadelphia.

At the last series of Community Forums conducted by the Commission, participants at several of the forums indicated a desire for more community control over the schools than had been recommended in the Interim Report. In order to accommodate that desire, the present Report purportedly offers the original two choices recommended in the Interim Report plus a third choice, a local school board at each school in the City. The proponents of this three-choice plan state as their rationale that the communities which wish more control can choose Option 3 and all others can choose either their present community status (Option 1) or a formal school advisory committee (Option 2).

The characterization of this plan as a choice among three options is misleading. If the Report is adopted by the Board of Education, it is certain that in today's sociopolitical climate one or more school communities will shortly thereafter put into motion the mechanism to adopt Option 3. Once this occurs, all schools in the City must inevitably move in the same direction. If one local school board assumes the powers which would be granted by this Report, it is naive to think that every other school community will not also insist upon having and using the same powers. Accordingly, the Report is recommending, in effect, that Option 3 be adopted throughout the City thereby creating a local school board at each of the 284 schools within the School District.

If this was the intent of the Commission, it had the obligation to so state. Characterizing this Report as a three-option plan is a misnomer and an attempt to disguise a recommendation for fragmented community control as a free choice among three options. If correctly identified, the Report would at least permit the community to give due consideration to and make a realistic appraisal of Option 3.

After studying decentralization and community participation for a substantial period of time, I cannot find justification for nor can I concur in the recommendation of Option 3. Throughout the approximately 18 months of the Commission's existence, we have received staff reports, substantial reading material, testimony by experts in the field, and have attended community forums. I have attended almost every session of the Commission as well as numerous forums and community meetings, read every staff report and most of the reading material listed in the various bibliographies made available to us. I have yet to find any objective evidence to indicate that community control, whether to the extent advocated by this Report, or to a lesser or greater degree as has taken place in other areas, has in any measurable way improved the

education of children. The only theory advanced in support of that proposition is that by involving more parents more deeply in the affairs of the school, an educational milieu will be created which will improve the education of children. I find this too nebulous a concept upon which to premise so drastic a change in our educational system as is proposed by Option 3.

Lastly, I must take exception to Option 3 because of its delegation to lay people of what are properly professional decisions. I believe that interested and concerned community people must be consulted and must have the opportunity to make their opinions known concerning curriculum, teaching materials, finances and personnel; but the final decisions in such areas must remain the duty and the responsibility of the professional. The decisions in such areas should be open to question by the interested community, but should not be subject to their whims, prejudices and parochial points of view.

If the Report of the Commission is adopted by the Board of Education, there must inevitably result 284 local school boards, each with their own concepts of proper curriculum, budgeting and personnel practices. I cannot believe that such a Balkanized school district will result in improving the education of our children.

XVI. STATEMENT BY MR. CHARLES W. BOWSER

I would like to register my vote in opposition to submitting the Commission's report suggesting multiple options for running the Philadelphia public schools. In my earlier letter, I stated that I do not believe the concept of each school developing its own system is in the best interest of public education. It is my opinion that the report does not deal effectively with the crucial question of financing the school system, which will have a great impact on any plan for decentralization or community participation.

It is my hope that you will submit my earlier letter as a minority report when the report is submitted to the members of the Board of Education. If you need additional copies of my letter for that purpose, please advise me and I will be happy to forward them to you.

March 23, 1970

Dear Mrs. Greenfield:

I have studied with care the draft entitled, "Multiple Option Approach to School Community Participation", prepared by the Commission on Administrative Decentralization and Community Participation Drafting Committee.

To begin with, I am sorry to inform you that, because of commitments I cannot break, it will be impossible for me to attend the Commission's scheduled meetings on Tuesday, March 31 and Thursday, April 2, 1970.

As for the draft proposal, I find myself at variance with some of its most important points--not in ultimate aim, but rather in form and application and I shall try to outline my own conception of what the proposal ought to say and do.

I favor an amendment to the City Charter and to the Education Home Rule Supplement for the following purposes:

1. Non-partisan election of a Central Board of Education of 10 District Members, one from each of the 10 Councilmanic Districts, by the registered voters in each district, and non-partisan election of 5 At-Large Members with provision for minority representation, by the registered voters of the City.

2. The 10 District Members and 5 At-Large Members shall be paid salaries commensurate with those paid members of City Council, reflecting the equal importance to Philadelphia of the School District and the City Administration.

3. Non-partisan election of Community Advisory Committees in each of the 10 Councilmanic Districts, by the registered voters in each district, to consult with each representative District Member and make recommendations as to curriculum, personnel, finance, school building sites, student affairs and other relevant matters but sole control and jurisdiction of these matters shall be vested in the Central Board of Education.

4. Members elected to Community Advisory Committees in each of the 10 Councilmanic Districts shall be unsalaried.

5. The Central Board of Education, as an elected body, shall have autonomous power to levy taxes and raise revenues within appropriate limitations and strict accountability to a Joint Appropriations Commission. The Central Board of Education shall have sole jurisdiction over school building sites and construction, personnel, curriculum, student affairs and all other matters relevant to education and shall not delegate such authority to any other agency.

6. A Joint Appropriations Commission shall be appointed of two (or more) members of City Council; two (or more) members of the Central Board of Education and those members shall name a Chairman from a list of citizens-at-large submitted by a nominating panel. The Joint Appropriations Commission shall review and approve both Board of Education and City Budgets. The Commission shall have full authority to review and approve expenditures by the School District as well as authority to review and approve equitable distribution of School District funds on the basis of need, not on the basis of tax dollars paid by any community, for purposes of school construction, school operations and all other matters relevant to providing equal school facilities in all 10 Councilmanic Districts represented by the 10 District Members of the Central Board of Education.

7. The existing powers of the City Finance Director shall be broadened and transformed into the Joint Finance Director, responsible only to the Joint Appropriations Commission and clothed with authority to manage both the City and School District budgets.

8. The existing powers of the City Procurement Commissioner shall be broadened and transformed into the Joint Commissioner of Procurement, responsible to the Joint Appropriations Commission.

9. District Members of the Board of Education shall, on a regularly scheduled basis, meet with the Community Advisory Boards in their respective Districts to report to such Committees on all relevant matters current before the Central Board of Education, including taxing requirements, finances, school sites and construction, curriculum, student affairs and all other pertinent matters, and shall receive from

the respective Advisory Committees recommendations and proposals on all such foregoing matters to be presented by their District Members to the Central Board of Education so that the Advisory Committees shall share and cooperate with the Central Board of Education in all such matters as they affect their own individual communities.

It is my strong belief that the specifics I have outlined provide the surest route to involvement of the people in all communities with the Board of Education and at the same time to be certain of an equitable share of school funds for each community.

APPENDIX B

INFORMATION COMMITTEE REPORT
GENERAL SUMMARY OF CLUSTER FORUMS

APPENDIX B

INFORMATION COMMITTEE REPORT
GENERAL SUMMARY OF CLUSTER FORUMS

FORUMS I: May 22, 26, 27 and 28, 1969

The Information Committee of the Commission is pleased to submit the following summary of the thirty-eight forum meetings held in the eight districts on May 22, 26, 27 and 28, 1969. The total attendance was approximately 3,000. While the Information Committee has completed this task with staff help in as objective a way as possible, it recognizes that individuals may wish to look at the basic data (reports from cluster committees, Commission members, etc.). This material is available in Room 506 of the Philadelphia Board of Education Administration Building, Parkway at Twenty-first Street.

These forums, unique in design, were characterized as "reverse panels." The primary purpose was to receive information and ask questions of the community. Members of the Commission were not in a position to answer questions about the substantive issues or recommendations the Commission might make. Its purpose, rather, was to make sure that all concerned citizens would have a chance to contribute to the Commission's deliberations before tentative conclusions were formed.

The summary of the forums is as follows:

1.0 Administrative Decentralization:

1.1 District superintendents and principals should have greater decision making authority and responsibility.

1.2 Central administration should plan for greater variation in decision making--more options--than are now possible at the school and district levels.

2.0 Community Participation:

2.1 Community wants to advise and be listened to on school matters.

2.2 Community wants to know what is going on and what changes are being contemplated.

2.3 Community wants to feel welcome and respected in schools.

2.4 Community feels that final decisions regarding educational matters should rest with the professionals.

3.0 Personnel:

3.1 Community feels that the authority and responsibility to hire and fire personnel should not rest with the local body (e.g. advisory group, committee).

3.2 Community does want to be able to advise and influence judgments on personnel.

3.3 Community does want the principal to have greater influence concerning assignments to his school.

4.0 Financial Planning:

4.1 Discussion was so limited that no consensus could be derived for the report.

5.0 Curriculum Planning:

5.1 Community is demanding the improvement in the quality of education.

5.2 Community is not sure that decentralization would improve the quality of education.

5.3 Final decisions on curriculum planning should reside with the professionals.

6.0 Devices for Local Participation:

6.1 Community suggested some form of advisory committee.

APPENDIX C

INFORMATION COMMITTEE REPORT
GENERAL SUMMARY OF CLUSTER FORUMS

FORUMS II: December 1, 2, 3 and 4, 1969

APPENDIX C

INFORMATION COMMITTEE REPORT
GENERAL SUMMARY OF CLUSTER FORUMS

FORUMS II: December 1, 2, 3 and 4, 1969

The Information Committee of the Commission is pleased to submit the following summary of the thirty-six follow-up forums held in the eight districts on December 1, 2, 3 and 4, 1969, to present to the community the Interim Report of the Commission, and consider community suggestions. The total attendance was approximately 3,000. Complete materials and data from the forums are available in Room 506 of the Philadelphia Board of Education Administration Building, Parkway at Twenty-First Street.

1.0 General

1.1 There are marked differences in the desires of schools, clusters, and districts as to the type and degree of participation, decentralization and/or control.

1.2 Some people felt that there was not enough time to react to the report and that more copies should be available.

1.3 Certain areas of the City felt that the Black Minority Report should be made a part of the majority report.

1.4 Many suggested that the school board should be elected.

1.5 If representative groups at the school and/or district level are to be established, there should be specific guidelines for election or appointment.

1.6 Major emphasis was placed upon participation, administrative decentralization and/or shared control at the school level.

1.7 Many expressed need for administrative district reorganization to equalize the size of districts and possibly to reorganize around clusters.

1.8 Definite guidelines for authority and responsibilities of the advisory committees or councils should be included.

1.9 Future publications should appear in Spanish translation.

.0 Curriculum

2.1 Communication should be established so that parents and community may have easier access to program results.

2.2 Many felt that professional educational decisions such as the selection of texts and methodology should be made by professionals.

2.3 Some felt that many proposals were not relevant to decentralization and participation, especially those relating to specific reforms in curriculum.

.0 Finance

3.1 Great concern was expressed that financial resources should be distributed equitably.

3.2 The financial cost involved in the implementation of the proposals of the Interim Report should be estimated.

.0 Personnel

1.1 Opinions varied on selection and evaluation of teachers. Some felt that the community should be directly involved to the point of final decision-making, whereas others felt that they should have no direct part in this process.

1.2 Some felt that the 5% clause should be eliminated and/or modified.

APPENDIX D

MEMBERS OF COMMISSION ON DECENTRALIZATION AND COMMUNITY PARTICIPATION

APPENDIX D

MEMBERS OF COMMISSION ON DECENTRALIZATION AND COMMUNITY PARTICIPATION

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APPENDIX E

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